



# Town of Milford

# MASTER PLAN

Adopted October 19, 1999

Updates :

May 08, 2007

September 16, 2008

February 23, 2010



## 1999 MASTER PLAN UPDATES

### ***Housing - Chapter 7***

Adopted on February 23, 2010

Prepared by: **Town of Milford Planning Board**

#### **Members**

Janet Langdell, Chairperson  
Tom Sloan, Vice-Chairman  
Paul Amato  
Chris Beer  
Paul Blanchette  
Judy Plant  
Katherine Bauer, BOS Representative

#### **Alternate members**

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### ***Community Facilities - Chapter 3***

Adopted on September 16, 2008

Prepared by: **Community Facilities Committee**  
*and*  
**Town of Milford Planning Board**

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Janet Langdell, Chairperson  
Tom Sloan, Vice-Chairman  
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### ***Community Character - Chapter 1***

Adopted on May 08, 2007

Prepared by: **Town of Milford Planning Board**

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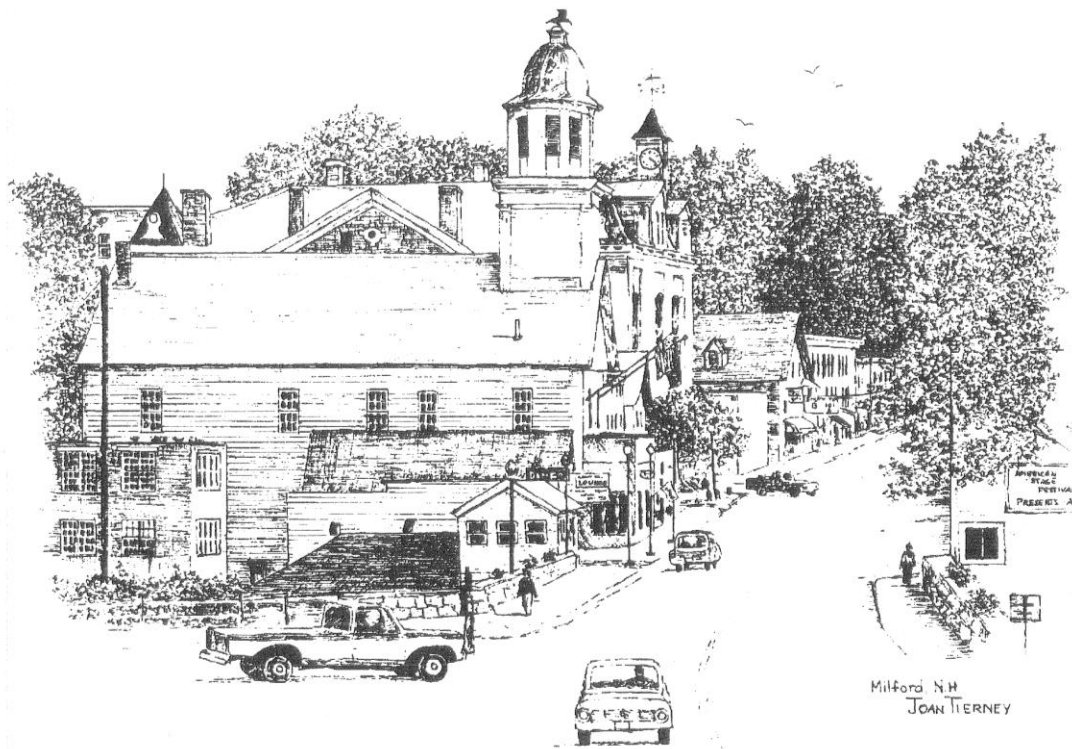
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**1999 Master Plan Update, inclusive of the Milford Conservation Plan,**  
Adopted on October 19, 1999



Prepared by: **Town of Milford Planning Board**

Walter Murray, Chairman, 1999

Vivian Barry, Chairman, 1995-1999

Steve Sareault, Vice-Chairman

Laura LaRue

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Mark Fougere

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George Infanti, Selectmen's Representative

**Staff:**

Bill Parker, Director of Planning and Community Development

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## DEDICATION



**Vivian Barry**

*Planning Board Member 1985 -  
Chairperson 1995 - 1999*

**T**he *1999 Master Plan Update* is dedicated to Vivian Barry.

After 14 years of service, Vivian continues to bring wisdom, humor, common sense and commitment to the Board.

Vivian's knowledge of land use planning and committee structure, combined with her respect for both her fellow members and to the public, has helped the Town planning process earn high esteem.

*Photo: courtesy of Don Hinsel - "The Telegraph".*

## INTRODUCTION

The **1999 Master Plan Update** presents to the Town a reflection of current attitudes, goals, and actions designed to guide Milford's land use and planning decisions into the next century. This *Update* is meant to build upon the **1993 Milford Master Plan** which stated that the Town must "... *plan for the integration of community development which balances residential, industrial, and commercial growth while at the same time realizing the need for educational, municipal and recreational services.*

The 1993 Plan was drafted during an economic downturn across the state and region. Growth and development had slowed considerably from the accelerated and inflated pace of the 1980's. However, by the middle of this decade, the economic downturn of the State and New England reversed itself and the Town's economy followed suit. Residential building permits increased once again and new home construction has continued at a steady rate throughout the last five years. Concurrently, new and expanded commercial and industrial development kept pace. This development, despite being beneficial to the local economy, also presented signs that if left unchecked it could threaten the natural and built characteristics and attributes that make up the fabric of the community.

Perhaps galvanized by its 1994 Bicentennial Celebration and recent downtown revitalization efforts, Milford citizens have taken steps within the last five years to further enhance its quality of life. Parks, trails and conservation areas are being expanded and schools are undergoing renovation and new construction to meet the needs of a growing population. However, Milford must still face the challenge to find ways to build a balanced property tax base, protect its historic and natural resources, lessen traffic congestion, and provide the services and facilities appropriate for and desired by its citizens.

In May 1997, the Milford Planning Board, charged with undertaking the recommended five-year update of its 1993 *Master Plan*, engaged a broad-based group of thirty concerned and committed citizens to examine issues associated with community character, water resources, community facilities, traffic and transportation, and economic development. The **1999 Master Plan Update** is the result of the dedication and work of these individuals. This Update is not a compilation of statistics and data (better left for the next cycle to be based on 2000 Census data) but instead focuses on the desirability and necessity for the Town to "grab hold" of its future and implement sustainable goals and policies.

To achieve this end, the Milford Planning Board has adopted the following overall philosophy for the **1999 Update** that builds upon the foundation of the 1993 *Master Plan*:

***To develop a pro-active, organized and deliberate approach to enhance and protect the character and resources of the Town and Community for both the present and the future.***

In its approval of the 1999 *Master Plan Update*, the Planning Board commits to an annual review of the plan, with input of citizens, to determine the progress made to achieve its stated philosophy and goals.

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MILFORD CONSERVATION PLAN

## CHAPTER 1:

**COMMUNITY CHARACTER:** The Character of Milford and The Community's  
Vision for the Future**I: INTRODUCTION**

In 1999, the Town of Milford recognized in its *Master Plan Update* that the Town's greatest attributes are its strong sense of place, its distinct identity, and its responsible and caring citizens. The Update acknowledged the importance of being vigilant in creating and enforcing land use policies and planning strategies recognizing that:

- The community's strengths must be protected and not taken for granted,
- The community must share a sense of responsibility and stewardship to insure that all changes in the community meet the needs of present residents without compromising the opportunities for future generations;
- The community must steer itself in a positive direction that is not subject to "outside forces" that determine a negative direction of change;
- The community is influenced by regional growth and development and in turn influences regional growth and development;
- A conservation, recycling, historic, cultural, and resource protection ethic is necessary to sustain natural and historic resources for future generations;
- A strong and diversified economic base is necessary for the continued health and prosperity of Milford's citizens, businesses, and neighboring communities.

Since the adoption of the 1999 *Master Plan Update* the Town has continued to experience a steady rate of population growth and commercial development that seemed to outpace efforts to implement strategies to manage the impacts of this growth. However, most of the recommendations for action included in the 1999 *Update* have been addressed. A synopsis of these actions follows.

**II: STATUS OF 1999 MASTER PLAN UPDATE ACTIONS**

The Planning Board, with the help of interested citizens, carried out several of its recommendations from the last Update. Following is a brief description of the status of each action item as of April, 2007:

**2.01 HIGH PRIORITY – ACTION: A*****Revise the Town Sign Ordinance***

A committee was established by the Planning Board in 2002 to undertake the task of reviewing and revising the 1993 Sign Ordinance. A draft regulation was developed, and was presented for public hearings in the fall of 2003. At that time there was significant public input that identified areas of concern in the ordinance. The Planning Board, in December 2003, decided not to present a revised sign ordinance to the Town on the 2004 warrant.



After obtaining public input at that time, the Board decided that it would continue to refine the ordinance based upon input from the public. This effort was sidetracked soon after as the Board decided to instead tackle the issue of residential growth management.

In the fall of 2005, the Planning Board revisited the sign ordinance prepared in 2003, made modifications, held public hearings, and presented it to the Town for a vote on the March 2006 warrant. After adoption of the 2006 sign ordinance the Board received feedback from the community and legal counsel suggesting a new ordinance would need to be crafted. In the fall of 2006 the Board held a public hearing to decide how to proceed with a new ordinance. The Board formed a subcommittee and developed a new ordinance in conjunction with an attorney to better meet the needs of the community and recent legal precedent. Public hearings were held in January of 2007 and a new ordinance was adopted by voters in March of 2007.

**Status:** *The voters approved the new ordinance presented on the 2007 Warrant.*

## 2.02 HIGH PRIORITY – ACTION: B

### ***Develop and Implement an Open Space and Conservation Zoning Overlay District and Subdivision Design Criteria***

In March 2000, based upon committee work spearheaded by the Conservation Commission, Town voters approved a new section to the Zoning Ordinance entitled “Open Space and Conservation Zoning District, Section 6.040” (OSPD) with the intent of creating residential developments that promoted preserving of environmental resources, minimizing negative impacts on environmental resources, preserving natural and historic features, providing recreational opportunities, promoting flexibility of subdivision design, and discouraging sprawling, land-consuming development. The ordinance received minor amendments in 2004.

Since its adoption in 2000 through December of 2006, 13 major single-family home residential developments were approved subject to the OSPD. This has resulted in the permanent preservation of over 343 acres of open space.<sup>1</sup>

The Planning Board continually reviews the implementation and effectiveness of the Ordinance.

**Status:** *To develop and implement an Open Space and Conservation Zoning Overlay District has been accomplished.*

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<sup>1</sup> Subdivisions of 5 or more single-family lots approved in the period between March 2000 and December 31, 2006 and the corresponding area of open space approved as part of each subdivision includes the following: LeAnn Drive, 16 lots, 6.6ac.; Trombly Terrace, 6 lots, 4 ac.; Riverlea Estates, 8 lots, 9.6 ac.; Federal Pointe, 40 lots, 54.9 ac.; Christmas Tree Farm Estates, 18 lots, 9 ac.; Wallingford Place, 24 lots, 48 ac.; Rotch Subdivision (Melendy Road), 6 lots, 40.4 ac.; Elite Construction (Boynton Hill), 7 lots, 6.3ac.; Patch Hill, 37 lots, 34.7 ac.; Falcon Ridge, 45 lots, 68.9 ac.; Wyman Farms, 12 lots, 14 ac.; Singer Brook, 11 lots, 19 ac.; and The Reserve at Federal Hill, 73 lots, 27.8 ac.

### 2.03 HIGH PRIORITY - ACTION: C

***Develop site design, architectural, and landscaping design standards that include mechanisms to protect and enhance Milford's historic heritage, established neighborhoods, major arterials, new neighborhoods, scenic roads, and entryways into the Town***

Since the 1999 Update, the Planning Board found that undertaking the task of developing site plan and subdivision standards, guidelines and regulations to better protect and enhance Milford's character is a major endeavor. The Planning Board has incorporated minor amendments to the Town's development regulations to better regulate signage, exterior lighting, snow storage, and dead-end road specifications. Scenic road regulations were developed by staff in 2004 and presented to the Board, but growth management initiatives were deemed a higher priority. A subcommittee is in the process of a comprehensive overhaul of the Subdivision and Site Plan Regulations.

***Status:*** *To develop new site design standards to protect and enhance Milford's character and heritage is in process with a goal completion date of early 2008.*

### 2.04 HIGH PRIORITY – ACTION: D

***Develop additional avenues to enhance communication between town government and boards, the school district, community organizations, and private citizens***

During the master planning process leading up to the *1999 Update*, there was much discussion within the citizen committees working on the plan that there was not enough communication between the various stakeholders in the community. Issues such as facility maintenance, management, and joint use, property taxes, duplication of effort, and the need to create better avenues of communication were identified.

Since 1999 there have been significant efforts made to provide better avenues of communication between various entities which have manifested themselves in such ways as establishing a joint School/Town/Recreation interests committee to review the state of recreation facilities in Town and provide recommendations within a short-term recreation facility plan; the establishment of a Town website; the use of a quarterly newsletter as a communication piece for both Town government and the School District; continual refinements in the annual voter's guide; community signage at the Transfer Center; 5<sup>th</sup> Monday forums with the Board of Selectmen; the implementation of a community cable channel, and in general increased efforts between boards, departments, commissions, and citizen's groups to better communicate.

***Status:*** *To establish additional avenues of communication between Town stakeholders as been significantly achieved and continues to be implemented.*

### 2.05 HIGH PRIORITY – ACTION: E

***Develop an ordinance regulating adult entertainment businesses***

At the time of the 1999 Update, there was no ordinance in Milford that defined and regulated what is commonly referred to as "adult entertainment" and "adult business". To be proactive

rather than to wait for potential negative *public* reaction to the location of adult businesses in Town, an ordinance was developed, presented for Town vote in 2000, and adopted.

**Status:** *to develop an adult entertainment business ordinance was accomplished.*

## 2.06 HIGH PRIORITY – ACTION: F

### ***Review, and revise where necessary, existing Town regulations governing wireless communications to reflect changing trends and technology***

At the time of the 1999 *Update* was being developed, the telecommunications industry was moving at great speed in its technological advancements and in its efforts to provide ever-increasing service to customers. This resulted in pressure from the communications industry on the community and the region to allow construction of cell towers. Milford did not have a regulation in place in 1999 that could adequately address the many issues associated with the construction of telecommunications facilities, and a goal was set to develop and enact regulations that balanced the Town's desire to protect its environment and character with the need to stay current with the technological advances in the telecommunications industry. An ordinance was subsequently developed and presented for Town vote in 2000.

**Status:** *To review and revise existing Town regulations governing telecommunications facilities was accomplished. An ordinance was approved by Town voters on the 2000 Warrant.*

## 2.07 MEDIUM PRIORITY – ACTION: G

### ***Examine and implement measures to change the Milford governmental form from a Board of Selectmen to a more responsive representative form of government***

Citizen committee discussions during the formulation of the 1999 *Master Plan Update* identified the need to evaluate Milford's form of government and its ability to serve the needs of the Community. These discussions were based on concerns resulting from the Town's growing population and whether the recently enacted Senate Bill 2 provisions replacing the traditional town meeting form of government with a deliberative session and ballot voting provided an adequate governmental structure.

The Planning Board made it a goal to encourage the Board of Selectmen to appoint a citizen committee to review this issue. The Selectmen formed a committee in 2003 and charged it with "A study and assessment of the various forms of government including changes that could be made to our existing form of government allowed in New Hampshire and determination of whether the current form (RSA 40:13) is suitable for the Town now and as it continues to grow, including both town and school government in the study and analysis Note: Based on the Nashua Regional Planning Commission projections, the population of Milford stands to grow from approximately 14,000 now to approximately 18,000 over the next twenty years."

The Government Study Committee issued a report to the Board of Selectmen dated July 12, 2004 and the conclusion was that "...the committee does not recommend significant changes in the form of government for the town of Milford at the present time".

**Status:** *To examine the Milford form of government was accomplished.*

## 2.08 MEDIUM PRIORITY – ACTION: H

### ***Develop and implement a long-term management plan for Osgood Pond***

The maintenance of Osgood Pond, particularly the dredging of the Pond to maintain its integrity as a surface water, storm drainage, historic, and recreational resource has been an ongoing priority for the Town. As of December 31, 2005, the Town had set aside \$88,705.85 in a capital reserve fund to provide at least a portion of the required Town match for federal funding to dredge the Pond.

Since 1999, the Town has been working with the Army Corps of Engineers to design and implement a plan to dredge Osgood Pond. Currently, the Osgood Pond plan incorporates as part of the Town matching fund requirements earth materials from the Town-owned BROX property to be mixed with dredged materials to then be used to reclaim disturbed wetland areas at another location on the BROX property. Final details of this project are still pending, and the project is on hold at the Army Corps of Engineers level due to lack of funding due to competing federal priorities.

**Status:** *To develop a long-term management plan for Osgood Pond has been partially accomplished and not yet implemented.*

## III: CURRENT COMMUNITY CHARACTER ISSUES

As stated in the Introduction, since 1999 the Town has continued to experience a steady rate of population growth and commercial development. This growth has also brought about increased public awareness that the Town still faces threats to maintaining its community character. The Planning Board, with the approval of voters in March 2005, implemented an Interim Growth Management Ordinance (IGMO) to afford the Town time to develop a formal growth management ordinance for Town vote in 2006. One of the over-riding reasons for this action was to determine what Milford's "character" is, and what actions to take to insure that future land use policies protect it. As a basis for laying the foundation for the GMO, the Planning Board distributed a Community Vision survey in May 2005 to find out...

*"...why you live here, what is important to preserve and make better, and what you want Milford to be like in 10 years or more."*

The simple survey, seeking to get a general view from residents on how they perceived the character of the Town and what they hoped the future character would be, was widely distributed in *The Granite Town Quarterly*, a newsletter from the Board of Selectmen. Three hundred and sixty surveys were returned, representing a 5% response rate. Results of the Community Vision Survey indicated the following:

- People live in Milford because of its rural character, community feel, and it's a good place to raise a family.
- Residents feel it is important to *preserve* and *protect* the rural character, the historic character, and a clean environment.
- Residents feel it is important to *enhance* and *improve* the rural character, a clean environment, the historic character, and the Town's natural resources.

- In 10 years, people want Milford to look the same as it does now, presuming this means protecting the existing rural and historic character, and have less traffic and less signage.
- Residents feel Milford is now a “large town”.
- Milford residents overwhelmingly have community pride.
- Milford citizens believe the Town needs stronger regulations to control and enhance development, presumably to protect and enhance rural character, and protect the environment.
- Milford citizens believe that there should be stronger regulations, even if private property rights are affected.
- Milford citizens are evenly divided on their support of stronger regulations if it means housing becomes unaffordable.

A growth management ordinance was adopted by Milford voters in March 2006 which included findings on the current residential development trends in Town that necessitated the need for tools to manage the rate of residential growth. The ordinance cites that “*new residential development is having a rapid and adverse effect on traffic and open space, and there is a perception that the community is losing its character*”.<sup>2</sup>

#### IV: MILFORD’S VISION STATEMENT

According to NH RSA 674:2, the purpose of a Town master plan is to set down as clearly and practically as possible the best and most appropriate future development of the Town. The master plan must incorporate a *vision section* that serves to direct the other sections of the plan, with statements and guiding principles that articulate the desires of the citizens.

Based upon community input, and building on the *1999 Update*, the *2007 Master Plan Update* states as its vision:

**Through responsible management and promotion of individual and community stewardship, Milford will be a sustainable community rich in physical, cultural, economic and social diversity, and will be characterized by a small-town atmosphere; a vibrant downtown; an active business community; human scale, interconnected neighborhoods; local agriculture; and the preservation of natural resources, rural landscapes and historic features.**

#### V: ACHIEVING THE VISION: GOALS AND ACTIONS

The *2007 Master Plan Update* has identified the following goals and actions that shall form the blueprint for attaining the Vision:

**Goal No. 1: Ensure that downtown Milford (Union Square, the Oval, and adjacent neighborhoods) remains the commercial, social, and community hub of Town by protecting its historic character, promoting and enhancing its economic vitality, and integrating the Souhegan River and its tributaries into the public realm.**

<sup>2</sup> Milford Zoning Ordinance (2006), Article XII, Sec. 12.002.F.1.

**Actions:**

1. Design and construct the South Street Improvement Project – Phase I from Union Square to the South Street railroad crossing, (2006 – 2008)

This project is a continuation of downtown revitalization efforts begun by the Town in the early 1990s. In 1995 and 1996 the Union Square Revitalization project was accomplished, which included vehicular and pedestrian traffic safety enhancements, period lighting, landscaping, and infrastructure upgrades. The South Street Improvement Project – Phase I is a continuation of a portion of the Union Square Project which was not carried out due to a lack of funding. The South Street Improvement Project will continue safety and aesthetic upgrades with sidewalks and pedestrian components, undergrounding of utilities, and street widening. Funding will include federal, state, and local sources.

2. Promote continued economic revitalization of downtown Milford by:
  - developing and implementing site design standards that reinforce and protect the historic character and human scale of downtown and which allow flexible mixed-use creative redevelopment, (2007 –2008);
  - continuing support and commitment to the Milford Main Street Program / Downtown Ongoing Improvement Team (DO-IT),(ongoing);
  - developing and implementing strategies to increase public awareness and access to the Souhegan River and downtown parks and green spaces, (2008-2009)

**Goal No. 2: Foster the traditional character of Milford’s neighborhoods by encouraging a human scale of development that is similar in setbacks, size, and height, and that is comfortable and safe for pedestrians and non-motorized vehicles while allowing for an efficient and safe roadway network.**

**Actions:**

1. Review and rewrite the existing zoning ordinance to reflect the intended character of Milford’s residential, commercial, and industrial neighborhoods relative to height, lot coverage, setbacks, and allowable uses, (2007-2009);
2. Review and rewrite the existing subdivision and site plan regulations to reflect the intended character of Milford’s residential, commercial and industrial neighborhoods (including all entryway corridors and gateways) relative to architectural and historic heritage, landscaping, stormwater management, traffic management, scenic roads, parking, and allowable uses, (2006 – 2008);

**Goal No. 3: Preserve the rural landscape in Town, including views, stone walls, historic structures and sites, forests, farmlands, wildlife habitats and corridors, water features and resources, and scenic roadways.**

**Actions:**

1. Identify and prioritize those components of the rural landscape that are critical to preserve and review, and revise the land use codes to incorporate innovative land use techniques to preserve these components while respecting private property rights.
2. Complete the Osgood Pond reclamation and management efforts by implementing the dredging and wetland reclamation plans developed by the US Army Corps of Engineers.



## Chapter 2

**WATER RESOURCES*****Milford Water Resources Philosophy***

The community of Milford recognizes that protection of surface water and groundwater resources is fundamental to its continued health, safety and well-being, both at local and regional levels. The Town must continue to insure that water resources are protected for current and future residents, through *community supported* regulatory and education efforts that increase awareness and action on protecting water for drinking, conservation, the economy, and recreation.

As stated in the *Milford Conservation Plan*, water resources, including rivers, streams, lakes, ponds, wetlands, aquifers and floodplains, are among the most precious of a town's natural resources: Water is *the* most precious natural resource.

***Not only are the Town's water resources among the most precious of its natural resources, it can be argued that water is the most precious.***

New Hampshire RSA 4-C:22.I states that a municipality may include in its master plan a local water resource management and protection plan, or local water plan, as part of the municipal master plan (RSA 675:9). Implementation of local water plans must be through the adoption and enforcement of ordinances consistent with the plan and through such other measures lawfully available to a community. Milford's wetlands and aquifer protection ordinances, when utilized in conjunction with State and federal protection measures, provide a strong foundation for water resource management. However, there is no formally adopted water plan for the community that reflects a holistic approach to managing watersheds.

The 1999 *Master Plan Update* recognizes the need to continue strengthening water resource protection and management. To accomplish this, efforts need to be made at a regulatory level and through increased public education. This effort must be made by both the municipal government and by the individual citizen. To put the water resource philosophy into action, the following actions are recommended:

**II: HIGH PRIORITY ACTIONS FOR 1999 / 2000****2.01 ACTION: A*****Develop and adopt comprehensive water resource protection and management policies and implementation measures.***

Although the Town currently has in place various ordinances and regulations or protecting surface and ground water, there is no overall plan to make sure all necessary steps and actions are considered for water resource management and protection for future generations. Development and adoption of comprehensive protection and management tools will serve to guide decision-making.

***Responsibilities and Actions:***

The Milford Planning Board, the Water Commissioners, and the Conservation Commission, shall develop, adopt and begin measures of implementing a Water Resources Management and Protection Plan, based on a watershed approach. The plan shall incorporate recommendations for regulatory and education action necessary for long range protection of

***The Milford Conservation Plan contains a complete inventory and analysis of the Town's water resources.***

water resources.

**Specifically, regarding regulatory policies, the Planning Board shall:**

- a. *Evaluate Milford land use regulations, and incorporate where necessary and appropriate (Zoning Ordinance, Subdivision regulations, site plan regulations), the latest recommendations for stormwater management.*

Stormwater management has traditionally focused on storing and directing the volume of water expected in storm events of 25-, 50-, and 100-year magnitudes. Current thinking and regulatory trends also addresses treating the stormwater to improve the quality of the runoff before it enters either surface or groundwater.

- b. *Incorporate Site Specific Mapping Standards for New Hampshire and Vermont into Milford subdivision and site plan regulations.*

Site specific mapping standards for soil delineation have been officially approved and adopted by the Society of Soil Scientists of Northern New England, and are replacing the high intensity soil standards commonly utilized in the past fifteen years.

- c. *Further refine and modify, if appropriate, the Wetlands Conservation District regulations in the Zoning Ordinance.*

Such sources as the *Shoreland Protection Act (RSA 483-B)*, *Buffers for Wetlands and Surface Waters, A Guidebook for New Hampshire Municipalities*, and *Riparian Forest Buffers* provide the latest knowledge and research relative to the function of wetland buffer areas. Milford's wetland buffer requirements should be reviewed to incorporate appropriate community supported buffer requirements.

- d. *Further refine and modify, if appropriate, the Aquifer Protection District regulations in the Zoning Ordinance.*

The Aquifer Protection District regulations have not been analyzed and reviewed relative to advances and findings in methods to protect the aquifer in relation to various land uses and environmental hazard mitigation. The current regulations should reflect updated scientific findings to further protect the aquifer.

**As responsibilities are outlined for groups that will promote the EDUCATIONAL components of water resource protection and management, specific recommendations include:**

- a. *Educate the community about point-source and non-point source pollution within watersheds,*
- b. *Utilize the watershed model provided by the Hillsborough County Conservation Office for outreach at schools and fairs,*
- c. *Promote water protection concepts at Earth Day celebrations each spring,*
- d. *Expand local participation in the national and state level Coastal Cleanup each September to include an annual cleanup along the shores of the Souhegan River,*
- e. *Continue storm-drain stenciling efforts to create greater public awareness that stormwater discharges into local brooks, streams, rivers, and wetlands,*
- f. *Utilize local media to educate and inform the public on water resources, drinking water,*

A **watershed** is a geographic area consisting of all that land that drains to a particular body of water.

**"Watershed approach"** refers to using a naturally delineated area - a watershed - as a unit of analysis and management

**Point-source pollution:** pollution whose source can be attributed to a specific location, land use, or event

**Nonpoint-source pollution:** pollution transported from a variety of sources (e.g., farms, construction sites, roadways, septic systems, parking lots) by rain and melting snow over the land or through the soil into a waterbody.



*and nonpoint pollution sources and impacts,*

- g. Continue to seek out and utilize opportunities for increased involvement of children and the schools in water resource management (e.g., KIDSNET, curriculum development),*
- h. Create a user-friendly and public accessible database (GIS mapping, parcel data) that locates point and nonpoint source pollution locations, land uses in the watersheds, wetlands, and other information related to water resource management,*

***Recommendations on means to accomplish the AESTHETIC AND RECREATIONAL component of water resource protection and management, to be utilized by the Planning Board and the Conservation Commission include:***

- a. Encourage conservation easements and public purchase of land along the Souhegan River and significant brooks and streams.*
- b. Develop a town-wide master plan for a trail system, with initial emphasis on obtaining trail corridors and usage rights along the Souhegan River.*
- c. Develop with the Downtown Ongoing Improvement Team (DO-II), the Souhegan Watershed Association, and other civic groups in-town trails utilizing old railroad beds and established footpaths to link downtown parks and municipal facilities.*
- d. Plan and implement a street side park at the Fletcher's Paintworks Superfund site, that would incorporate the required environmental mitigation measures, and have universal access, take advantage of the oxbow view of the Souhegan River, be visually prominent, provide added parking and access to Keyes Field, and provide a positive community reuse and adaptation of the site.*
- e. Compile and publish a guidebook to the Souhegan River that emphasizes the recreational and aesthetic opportunities provided by River, similar to efforts accomplished by the Merrimack River Watershed Association.*
- f. Improve signage and availability of maps and guides for the Souhegan River Trail between the Milford Fish Hatchery and Fitch's Farm.*
- g. Implement an "Adopt-A-Stream" program similar to the "Adopt-A-Mile" highway stewardship program that will encourage groups and families to clean and maintain stretches of the Souhegan River and its tributaries.*

## Chapter 3:

**COMMUNITY FACILITIES****I: INTRODUCTION**

The Milford Facilities Committee was established in April 2003. At that time, the committee was given the following charge:

To develop a comprehensive community-supported Town and School facilities master plan, with background that supports specific recommendations for facility size, location, function and timing for construction; and to implement specific actions to inform, educate, and gain approval from the elected officials and citizenry of Milford in implementing the plan.

Since 2003, the committee has studied the condition of all Town facilities. The following information is a result of this effort and a belief that providing suitable, accessible community facilities and services is a principal function of local government, and one that affects the quality of life of every citizen. The committee finds that the effectiveness of local government is measured to a great extent by its ability to plan for and finance these facilities in accordance with a long range plan.

A master plan should be read with the notion in mind that the plan is constructed at a point in time and based on the information available and variables operant at that given point in time. The planning process is fluid and ought to be flexible enough to accommodate changes in the community variables that define the plan. Thus, the Milford Facilities Committee anticipates that this plan will be reviewed with input from Department Heads and the Town Administrator, among others, on an annual basis and that the actual Master Plan Facilities chapter will be updated at least every five years.

**II: FACILITY INFORMATION / HEALTH ASSESSMENT**

The following information was gathered through individual interviews and research by committee members and through group presentations by the respective department heads or facility representatives.

**2.01 EMERGENCY SERVICES****2.01.1 Police Department**

**Background:** The Milford Police Station opened its new station in late 2006. The station moved to this downtown location, on the site of the old Garden Street School, to be central to the downtown area. Previously, the police station was located at 589 Elm Street on the west side of Town adjacent to an Environmental Protection Agency clean-up site. The Elm Street property is zoned "Integrated Commercial Industrial" and is just east of the Route 101-Route 101A/Elm Street intersection.

**Current Condition:** The Milford Police Department now occupies the property at 19 Garden Street in Milford; formerly the Garden Street School site. In 2006 the department

moved into the new 13,500 square foot police facility. The police department utilizes a portion of the old police station on Elm Street for long-term and bulk storage. The Elm Street site also is used by the Fire Department for storage and for recreational purposes including softball and horseshoes.

The Milford Police Department consists of twenty-five (25) full time police officers that include:

- 1 chief
- 4 F/T administrative personnel
- 1 captain, Operations Division
- 14 Patrol Officers
- 3 Patrol Sergeants
- 1 captain, Support Division
- 2 Detectives
- 1 Detective Sergeant
- 1 Juvenile Officer
- 1 School Resource Officer
- 1 Prosecutor
- 5 P/T administrative personnel
- 5 P/T crossing aides



In addition the department employs a part-time maintenance worker.

The new police facility at 19 Garden Street consists of two floors above ground level and one floor below. It is a modern and highly functional facility for police work, and it was projected at the time of construction that it would have a serviceable life of 20 years.

**Future:** Future growth of the department will dictate how soon and what type of addition space will be required. An area exists to the east of the current structure where an addition can be joined to the police station without disrupting ongoing operations. It is estimated that an addition will be slab-on-grade construction due partially to the ledge that exists on that site.

**Recommendation:** The Facilities Committee recognizes that the Elm Street property is a highly visible location and an important commercial site. At this point in time, the committee does not foresee any future long-term community facility uses for the Elm Street site. However, it is recommended that alternative locations be identified for the long-term and bulk storage needs of the Police Department. Milford's economic development policy should include an analysis of the highest and best use of the Elm Street property.

### 2.01.2 Fire Department

**Background:** The Fire Department is responsible for providing fire suppression and prevention, rescue, life safety and code enforcement to the Town of Milford. The fire station building is located at 39 School Street adjacent to Town Hall. When it was built in 1974, it was intended that the building would be expanded upward and outward. However, changes in the building code require that significant reinforcing be completed prior to adding a second level. Expanding outward will be difficult due to the proximity of adjacent properties. It may be possible to expand the downtown station by adding an equipment bay. A second floor would create space for offices, a training room, and a public entrance.



**Current Condition:** The Milford Fire Department presently occupies a 7,090 SF facility at 39 School Street. The fire station was designed and built in 1974 and has had no appreciable structural changes in over thirty years. Despite the lack of expansion to the building, fire apparatus has grown appreciably in size and number.

The fire station is situated on a .563 acre parcel and consists of a small office suite, a training room, a storage area, and a six (6) bay garage area that houses seven (7) different pieces of apparatus. The vehicle inventory includes two (2) 2006 fire engines, one (1) 1993 engine, one (1) 1987 tanker/engine, one (1) 1991 ladder truck, one (1) 1988 rescue truck, and one (1) 1999 forestry truck. In addition, the department maintains two utility vehicles - one is assigned to the fire chief and the other is used by a variety of personnel for both emergency and non-emergency purposes. Inside and outside storage constraints exist for vehicles and equipment. For example, the mobile community education trailer unit is stored at the Elm Street/Old Police Station site and other equipment is stored at DPW on South Street.

The fire department consists of four (4) full time employees that include the chief, one captain/fire inspector, one captain/training officer, and one administrative assistant. There are also thirty-nine (39) call fire fighters that complete the compliment of personnel.

Among the many limitations of the current fire station is the lack of parking space available for call personnel. On site there are only fifteen (15) actual spaces that can be used by responders. When an actual fire call occurs, fire fighters are forced to take up any available parking space on School Street, Bridge Street and Middle Street, including the municipal parking spaces and lots in the area.

**Future:** The age and condition of the older attack pieces of apparatus indicate that their replacement lies on the horizon. Additionally, the current fire station has been pushed to the limits of its design. Fire apparatus designs have grown larger in recent years and this may necessitate a fire station with wider bay openings in order to accommodate the new trucks.

There continue to be discussions regarding the Town's need for a fire department substation on the west end of Milford. However, planning for any substation is dependent on establishing appropriate parameters of need and determining the main fire department facility plan.

**Recommendation:** In a report dated March 11, 2008, the current fire chief concurred with the previous fire chief on the importance of maintaining the Fire Station in a downtown location. It is recommended that the Town pursue a rapid response analysis to include: options for a combined Fire, Ambulance and Emergency Management Safety Complex; all possible location options within Town including potential land acquisition that meet the mission of the departments; and possible options for a public-private partnership which might reduce the required bonding costs. In addition, the Town should determine the necessity and feasibility of substation location and construction.

### 2.01.3 Fire Training Facility

**Background:** The Milford Fire Training Area is located at the Milford Transfer Station. This facility was never designed for the type of training that currently is required by local and state standards. Due to its' condition, the fire training facility has not been utilized for a number of years.

**Current Condition:** The facility is over 20 years old and is not structurally stable. It does not allow for live fire and water usage. It does not allow for ladder, rescue or rope evaluations and is beyond repair.

**Future:** A new fire training facility is proposed by the Fire Department and could be co-located with another Town facility. Co-location of facilities could minimize site work and ancillary utility costs for bathrooms, meeting space, storage, etc. This project may also be partially offset by grant funding and the concept of a regional training facility.

**Recommendation:** Conduct a thorough site analysis for the best location and possible regional use of an updated fire training facility.

### 2.01.4 Ambulance Service

**Background:** The Milford Ambulance Service (MAS) began in the mid 1970's as a purely volunteer agency that provided emergency medical services to Milford. Over the years the service has maintained a strong volunteer effort, but the medical demands of the community compelled the service to hire full time personnel in order to meet expectations. Presently the service has an authorized head count of seven (7) full time personnel in addition to the volunteer staff who continue to offer their services to the Town during evenings and weekends.



**Current Condition:** The Milford Ambulance Service maintains two modular ambulances fully equipped to offer patients advanced life support (ALS). It also has a utility vehicle used

exclusively by the paramedic or paramedic staff providing both versatility for response and ancillary equipment not carried on the ambulances, and one regular automobile that is assigned to the director.

The ambulance service occupies the northeast portion of the basement of the Milford Town Hall at 1 Union Square. Prior to 1974, this was the location of the Fire Department. One bay of the facility was converted into office space, and the rear of the vehicle bay area was eventually converted into meeting/lounge area, a galley, and a bunk area. Although the current ambulance bays accommodate the current equipment, the widths of the bays are insufficient for larger ambulances. Presently, there is no place to properly house all of the current equipment nor any future equipment needs. The need for a replacement vehicle exists in 2009. The current facility can only accommodate two ambulance bays. Consequently, the paramedic response vehicle must be housed out of doors. Additionally, the width of the doorways and bays greatly limits the size and service capability of any replacement ambulances.

At the current site, ambulance service vehicles cannot be washed due to inadequate stormwater treatment and drainage system as regulated by the Environmental Protection Agency (EPA). Currently, ambulance vehicles are being washed at the fire station which requires fire department personnel to move a piece of apparatus out of the fire station.

**Future:** The need for a third ambulance is not anticipated in the next six (6) years based on anticipated community and call volume growth. However, the current ambulance facility does not allow for any future growth.

**Recommendation:** Conduct a feasibility study of a Town of Milford Emergency Services Complex that includes an analysis of the options for the relocation and incorporation of the Milford Ambulance Service.

#### 2.01.5 Milford Area Communications Center

**Background:** The Milford Area Communications Center (MACC Base) is a multi-town, multi-agency emergency dispatch center that serves the Towns of Milford, Mont Vernon and Wilton, New Hampshire on a 24/7, 365 days-a-year basis. MACC Base was formed as an inter-municipal agency under the authority of RSA 53-A. It is supported solely by tax dollars from the three participating communities on a per capita basis. Each Town appoints a representative to the governing board, and each Town is entitled to appoint one selectman to the budget committee. The authority for operation and funding stems from an area agreement which is a contract that is reviewed, negotiated and resigned every five (5) years. The current area agreement is due to expire on December 31, 2008, but it is fully anticipated that a new agreement will be signed and in effect prior to that date.

**Current Condition:** MACC Base offers emergency dispatching for police, fire, ambulance, public works and emergency management agencies within the three participating Towns. The center employs six (6) full time professional dispatchers, one part-time director, and a number of part time dispatchers. MACC Base operates eight (8) emergency radio channels



from six different antenna sites in and around Milford. The center also handles fifteen (15) regular in-coming telephone lines that includes six (6) 911 trunk lines, plus four (4) direct ring-down lines for direct communications with various emergency departments in Milford. In addition the center monitors Milford's municipal fire alarm system that includes both municipal and commercial buildings.

MACC Base occupies the majority of the space on the fourth floor of the Milford Town Hall at 1 Union Square. Access to the center is restricted and controlled due to the nature of the work and the need for security of information.

**Future:** Based on current and projected plans for MACC Base, the current location in Town Hall can continue to meet the operating needs of the service. Available information indicates that there is space and capacity at MACC Base to add more member Towns.

**Recommendation:** Although adequate at this time, evaluation of the MACC Base space should be included in the proposed Town Hall Improvement Plan. Moreover, the MACC Base facility space should be evaluated relative to the impact of any increase or decrease in member Towns.

## 2.02 TOWN ADMINISTRATIVE SERVICES

### 2.02.1 Town Hall

**Background:** The Milford Town Hall serves as the primary location for municipal governmental services, housing the offices of the Board of Selectmen, Town Administrator, Town Clerk, Financial Operations (Finance, Tax Collection and Assessing), Community Development (Planning, Building, Code Enforcement, Health, Conservation and Economic Development), Information and Community Media, Recreation, Ambulance, and the Milford Area Communications Center (MACC Base). The Town Hall also houses three community meeting room facilities - the Selectmen's Meeting Room (on the second floor), the Auditorium and the Banquet Hall, both on the third floor. The belfry of the Town Hall houses the original Town clock (circa 1870), the 56th bell cast by Paul Revere which was given to the Town in 1802, and the restored 1842 eagle statue that was once located on the cupola of the Meeting House.

The history of the current Town Hall dates back to 1867 when the Town voted to move forward on purchasing a site, developing plans, and estimating a cost for a new Town Hall. After a year of debate whether or not to move and enlarge the existing meeting house (now Eagle Hall) or build new, it was decided in 1869 to build a new building where the Town Hall is now situated. In 1870, the Town Hall was dedicated and in 1892 an annex was completed which, at that time, housed the Milford Free Library.



In the mid-1980s, after considerable community-wide debate whether to keep municipal government services downtown or build a new facility, it was decided by Town voters to keep Town Hall downtown and to appropriate \$1,370,000 for renovations and code compliance upgrades and to bring the building back from condemnation. The building was listed in the National Register of Historic Places in 1988. Additional community-wide support and funding were required to complete the Auditorium and Banquet Hall renovations as those costs were not included in the \$1.37 million. In 1993, the National Trust for Historic Preservation awarded the Town with the National Preservation Honor Award for its efforts to restore the Town Hall. A full history of the Town Hall is available at Town offices.

**Current Condition** As stated above, the Town Hall is the central location to conduct municipal affairs. Office space is utilized at capacity, and there is little flexibility in space arrangement due to the floor plan and construction of the building. It was noted by the Town Administrator in January 2008 that no additional staffing is foreseen within the next several years which would require additional office space. However, traffic flow between some offices is not efficient, there is little privacy in some departments in which to conduct daily confidential business, the Selectmen's Meeting Room also serves as an "office area" for the Supervisors of the Checklist", some offices have no direct sunlight, direct public access into some areas (most notably the Recreation Department) is restricted to non-handicapped and there needs to be security upgrades throughout the building to keep up with changing societal conditions.

The Selectmen's Meeting Room is used as a community meeting room and has received extensive electronic upgrades to allow for cable television access and emergency management capability. The meeting room is also used for public meetings of other boards and commissions, most notably the Planning Board. Attendance at some public meetings often exceeds room capacity.

The Ambulance Department occupies a major portion of the ground floor off Middle Street and has a two-bay ambulance garage that accesses Middle Street. This Department includes offices and a living/sleeping area for departmental employees. It has been noted by the Ambulance Director that the narrow width of the ambulance bay doors is too restrictive for newer model ambulances.

Both the Auditorium and Banquet Hall are well-utilized for community and area-wide functions. For many major activities, however, acoustics in both areas need improvement.

**Future:** The Town Hall is a major landmark and symbol of the community, and represents a major source of pride. Upkeep of the facility reflects its important place in the community. However, efficient and adequate office space and meeting room area is at a premium.

Current long-range facility planning for emergency services downtown includes a joint facility to house the Fire, Ambulance, and Emergency Management departments. This joint facility is currently felt to be best located downtown. An emergency management complex is included in the 2008-2013 Capital Improvements Plan and is currently planned for construction in 2013. With that plan and upon completion of the emergency management



complex there will be a relocation of the Ambulance Department out of Town Hall. At that time there will be significant new space freed up for Town Hall functions.

**Recommendation:** Initiate a Town Hall Improvement Plan to address and recommend solutions to the Town Hall space deficiencies outlined in the *Facility Requirements - Town Hall / Library Annex* document dated 2/14/08 as well as other potential improvements in administrative services delivery which can be accomplished by space adjustments or renovations. Moreover, this Improvement Plan should address the deficiencies from two perspectives as follows:

- a. No change in the Ambulance Department location;
- b. Movement of the Ambulance Department to another location.

It is recommended that the Improvement Plan be under the auspices of the Community Development Director but be primarily authored by a person or persons whose work assignment(s) is/are outside Town Hall and possibly outside the Town government completely.

### 2.02.2 Wadleigh Memorial Library

**Background:** Library service in Milford dates back to 1796 when an association known as the Milford Social Library Proprietors was formed. The first library was housed in the home of Jonathan Buxton on the west side of the Oval. Later, the library was located in the Town Hall Annex where “Library” can still be seen over the doorway leading to the Planning Department.

In 1935 Mrs. Fannie B. Wadleigh left \$100,000 in trust to build a library in her hometown, named in honor of her late husband, William Y. Wadleigh. The land selected for this purpose had been left in part to the Town in 1910 by Mrs. Mary A. Lull; however, she only owned a one half interest in the property. In 1943 the other half interest in the property was purchased from Dr. Dearborn by Mr. and Mrs. James Howison. They gave their interest to the Town in honor of Mr. Howison’s sister, Mrs. Josephine Dayfoot. The library continues to be located at this site.



By the time construction actually started in August 1949, the money left for the library was inadequate to build a structure of sufficient size. The plans were substantially scaled back and the Wadleigh Library was built with barely more space than had been available in the Town Hall annex. On July 19, 1950 the new building opened without adequate space for a growing population.

Efforts to add space to the Wadleigh building were made over the intervening years. From 1974 to 1984 three bond issues failed to gain approval. Each one represented a different plan. In 1985 the Town voted a \$950,000 bond issue to expand the library. The low bid for construction was more than \$100,000 higher than the funds available. Plans were once

again scaled back. The two-story (plus basement) colonial style brick building was expanded to the left side and rear with this addition that was opened in the spring of 1986.

**Current Situation:** The Wadleigh Library contains 14,452 square feet. The current building is not ADA compliant, although most areas are physically accessible to handicapped individuals as a result of the ground level rear entrance and the use of the elevator. The library has certain structural limitations such as the upper floor of the original building is not load bearing for books and the basement is damp with a mildew problem. The library is centrally located in the downtown area. Milford residents and other library patrons make extensive use of the library. The library circulated 194,670 items in 2006 or nearly 13 items for every person in Town. This was a 4% increase over 2005. The library has a small parking lot with 37 spaces plus one handicapped space, to the rear of the building. The sloping library site was expanded in 1999 and 2001 when the trustees purchased two adjacent properties. Often, popular programs at the library require participants to park at other locations in the nearby Town area. There is only one exit from the Library parking lot. As a steep, short, curving drive, this exit is extremely difficult to keep safe during the winter months. Special attention is required to ensure patrons do not slide into traffic on Nashua Street. Library patrons must turn right onto Nashua Street due to the heavy traffic. The 1986 addition to the library was designed to serve a population of 12,000 with a 15-year life and reach capacity in the year 2000. In actuality, capacity was reached in 1997, four years earlier than originally projected. In 2000 Milford's population was approximately 13,000. In 2007 the population served by the library is 15,000.

**Future:** The Library Trustees have developed a plan for addition and renovation in the near future – 21 years since the last addition opened. The Town and Library have purchased two adjacent houses to provide land for future expansion.

Using population projections from the Nashua Regional Planning Commission (NRPC) and the State of N.H., the anticipated Library use "population" for Milford in 2026 is 24,350. This number includes a projected resident population of 18,500 including non-resident users who work in Town, non-residents who purchase cards and people who use the library while in Town on other business. Based on the Wisconsin Public Library Space Needs planning process (the only nationally accepted model), and a Needs Assessment performed by a nationally recognized Library Consultant, the Trustees have determined that 25,500 square feet of space would meet the needs of the Town for library services for another 20 years.

The expansion concept provides a two level structure to the east along Nashua Street, with the children's services on the main level and a large meeting room in the lower level. Expansion to the south is on two levels wrapping around the west facade, providing expanded adult services on the main level and on a mezzanine level. This concept will require the removal of the two residential structures and re-grading to provide a more efficient parking layout. The existing parking of 38 spaces is increased to 60 spaces. The addition includes a redesign of the entry, making it more prominent. The exterior is envisioned in brick, matching the existing facade.

In summary the plan includes:

- a. Addition of 12,000 square feet for a grand total of approximately 25,500 square feet,
- b. Expansion of parking for a total of 60 cars including additional handicapped parking
- c. An increase to the size of the Children's Room adding a service desk to ease crowding at the main service desk, craft and story-time areas, adjacent storage and badly needed bathroom facilities
- d. A large meeting room with a capacity for 125 people for Town committees and organizations with after-hours access, kitchenette, and bathroom facilities
- e. Increased and redesigned computer workspace for public access
- f. Increased staff and stack space
- g. Additional and improved display space
- h. New main circulation desk area that will accommodate the changes in how libraries are used now.

**Recommendation:** The Library Trustees should continue to refine and implement a full capital expansion plan including funding stream development, land acquisition priorities and public education with the objective of a Town vote in 2011.

### 2.03 WATER UTILITIES

Portions of the Town of Milford are served by public water and wastewater utility systems which until 2005 were operated and managed under the authority of the Board of Selectmen serving as water and sewer commissioners. The responsibility for managing, construction, control, and direction of these utilities is now governed by an elected three-member Water and Wastewater Commission which was authorized by Town vote in March 2005. The changeover in management was based upon a 2004 Water & Wastewater study committee recommendation that establishing a water and sewer commission to oversee the two utilities would better protect Milford's natural water resources, improve the quality of the resources, and provide a more efficient and cost effective utility.

In early 2008 all operations for both the water and wastewater systems were consolidated at the wastewater treatment facility located at 564 Nashua Street (Map 44/Lot 2). Until 2005 the utilities were managed by the Department of Public Works, however, under the governing of the Water and Wastewater Commission, the department was reorganized and renamed as Water Utilities.

#### 2.03.1 Water System

**Background:** According to the 2001 *Water Master Plan and Rate Study, Milford, New Hampshire*, prepared by the firm of Dufresne-Henry, the original Town of Milford water system was constructed in the early 1890s and obtained its water from Great Brook. Water treatment took place at a filtration plant on South Street at the site of the current Department of Public Works.



During the 1970s, the Town abandoned its surface water supply and converted its supply source to three gravel-packed wells (commonly known as the Kokko Well, the Savage Well, and the Keyes Well). In 1983 and 1984 the Savage and Keyes wells were abandoned due to industrial contamination. The Town moved quickly to replace these water sources with two wells located across from Kaley Park on the northerly side of the Souhegan River in the Town of Amherst. In 1995 the Kokko Well located adjacent to Osgood Pond was taken off-line due to high manganese and iron levels which limited capacity and required excessive maintenance. In 1988 the Town entered into an agreement with the Pennichuck Water Works to extend its water distribution system from nearby Amherst to the Milford-Amherst town line and connect into the Milford system. This agreement allowed the Town to augment its supply when necessary.

**Current Condition:** In 2007, approximately 94% of the Town's water supply came from the Curtis Wells and 6% from Pennichuck Water Works. A full explanation of the Town's water sources can be found in the Dufresne-Henry report.

Milford's water distribution system is comprised of over 55 miles of large diameter loops and smaller diameter branch mains. One section that is being upgraded in order to eliminate a bottleneck is the Union/South/Elm St. area. Upgrading the water main in this area will better utilize the recently built Holland storage tank located on Osgood Road. The water distribution system services approximately 3300 customers classified as either residential or commercial/industrial, as well as providing water for fire protection. The Curtis Wells are capable of delivering 1100 gallons per minute and the Pennichuck water connection is rated at 1350 gallons per minute.

Although the overall system is in generally good condition there are ongoing improvements necessary which are regularly undertaken in accordance with the utility's capital improvements plan.

The system's maximum allowable service elevation for any connection into the system is 390 feet above mean sea level. Current Commission policy is to not extend the distribution system above the 390-foot elevation primarily to avoid having to operate and maintain booster stations. Pennichuck Water Works has an agreement with the Commission to serve locations above the 390-foot elevation; however there is a stipulation in the agreement to allow the municipal system to extend its system above 390' if appropriate.

In addition, the municipal system has agreements in place to provide water to private systems and into some areas of Amherst, as well an agreement with the Town of Wilton to provide water to some Milford residents.

**Future:** The Milford Water and Sewer Commission finalized a ten-year capital improvements plan (CIP) report for the period of 2007 through 2017 which is updated annually. A full report titled *2007 Final Report Water Rate Study / Water Rate Structure* addressing recommendations to the water rate structure to support anticipated infrastructure improvements and expansion was prepared for the Water and Sewer Commission by Stantec in September 2007.

Capital improvements recommended in the Stantec report adopted by the Commission include renovations of the Wastewater administration building on Nashua Street; Elm Street Phase II water main improvements; Union Street railroad crossing improvements; South Street improvements from Nashua Street to Clinton Street; Union Street improvements from Lincoln Street to Orange Street; ongoing meter replacement program; improvements to the Curtis Wells; and new water source development.

**Recommendations:**

1. New water source development should be made a high priority to accommodate economic development initiatives and ongoing residential, commercial, and industrial growth in accordance with the Town's economic development policies.
2. Close communication should be established between the Water and Sewer Commission, the Planning Board, and the Board of Selectmen to insure Town master plan goals are met relative to long-term strategic planning.

**2.03.2 Wastewater System****Background:**

The Town of Milford owns and operates a secondary wastewater treatment facility (WWTF) that utilizes the conventional activated sludge process. The process consists of grinding influent flow, pumping, and grit removal at a headworks facility, followed by primary settling, conventional activated sludge processing utilizing fine bubble aeration, secondary clarification, and ultraviolet disinfection prior to the final effluent discharge. In addition to providing treatment of wastewater from Milford, the treatment facility also treats wastewater from the Town of Wilton, which is governed under an intermunicipal agreement.

The sewage collection system consists of approximately 38 miles of collection piping that receives sewage from approximately 2500 residential, commercial and industrial customers. The Wastewater Treatment Plant, located off east Nashua Street adjacent to the Souhegan River, went online in 1981. The design capacity of the facility is 2.15 million gallons per day (MGD) total average annual daily flow, with an available capacity of approximately 1.1 MGD. The peak load capacity of the system is 6.45 MGD.

The Town of Wilton is allotted 15% of the total design capacity and currently utilizes 13%. The original design capacity was based on a project that 12,800 people, out of a total population of 19,000, would utilize the system by the year 2002. 2007 figures indicate approximately 13,500 people utilize the system, and current population projections predict that a population of 19,000 (Milford and Wilton residents on the system) will be reached by 2030.

In 1988 a Sewer District was established by a water and sewer advisory committee that defined an area in which sewer extensions would be allowed.



**Future:** Facility ownership, operation, and management are under the authority of an elected three-member Water and Sewer Commission established in 2005. The Commission finalized a ten-year capital improvements plan for the period of 2007 through 2017 which is updated annually. A full report titled *2006 Report Sewer Rate Study / Sewer Rate Structure, Milford, New Hampshire*, prepared by the firm of Stantec Consulting Services itemized capital projects, updating the Dufresne-Henry February 2002 *Milford, New Hampshire Wastewater Treatment Facility Plan Report*. A complete explanation of planned improvements and anticipated costs and revenue is contained in the 2006 Study.

**Recommendations:**

1. Close communication should be established between the Water and Sewer Commission, the Planning Board, and the Board of Selectmen to insure Town master plan goals are met.
2. The Sewer District boundaries should be reviewed and amended, if necessary, to reflect future growth areas and development potential that will require wastewater collection and treatment.

## 2.04 DEPARTMENT OF PUBLIC WORKS

### 2.04.1 DPW/Highway

**Background:** The Department of Public Works (DPW) facility located on South Street, Route 13 in Milford serves three purposes:

- DPW administrative offices
- Garage and maintenance of DPW equipment and tools
- Storage of materials such as sand, water pipe, road salt, etc.

**Current Condition:** DPW South Street site capacity within the currently developed footprint, there is little room for future expansion. As the Town continues to grow and new roads come on line, the DPW will be required to increase its vehicle inventory. This will necessitate more room for storage and maintenance. Any increases in staffing will likely stretch the already limited capacity of the current offices housed in the former Pumping Station. Lastly, there is already a need to erect some form of secure covered storage for stocked materials.



There is approximately  $\frac{1}{4}$  acre at this site which is high, dry, and set back from the wetlands. There is sufficient room to run an access road to this land. This one parcel alone would seem to address the immediate needs for more storage area.

With the aid of the Milford Conservation Commission maps of Town owned land, it was learned that a sizeable property of 3-4 acres or more is also available directly behind the South Street facility.

There are three potential access points to this property:

- A culvert over Great Brook directly behind the current garage.
- Potential access from Oak Street near or through land currently owned by Northern Marble and Granite Co.
- A proposed development of Northern Marble and Granite Co., land with an access road out to South Street could offer a spur into the back land behind DPW.

Further review of the existing steel building reveals that the original design was set to accommodate later expansion by punching out the north wall to add more bays.

It appears that the South Street site has more than enough space and opportunity to satisfy DPW needs for the very long-term.

**Future:** The Department of Public Works should be able to accommodate its current and long-term requirements on its current site. Certainly there is a need for some short-term expansion including a materials storage area, but this could be accomplished with the least amount of disruption and expense at the current location.



**Recommendation:** Continue to monitor the space and facility needs of the department at its various locations to ensure continued successful accomplishment of departmental mission.

#### 2.04.2 Transfer Station

**Background:** The Milford Transfer Station/Recycling Center is located at 76 North River Road, abutting the North River Road/MCAA Fields. The site is zoned Residence “R” and is approximately 10.5 acres in size. In addition to the community recreation uses to the east, the site is abutted by single-family residences, small commercial enterprises, and agricultural land. Access to the Transfer Station/Recycling Center is from North River Road which is a State highway. The site topography slopes to the south and east, and an intermittent unnamed stream flows to the Souhegan River located approximately 600 feet south of the site.



The North River Road location, originally a sand and gravel pit, was used as a burning dump from 1947 to 1971. From 1971 to 1980 the site was a municipal landfill disposal facility. In 1980 the landfill ceased operation and was covered, unlined, with silty sand and loam. In 1980 modifications and structures were added to the property in order to facilitate the operation of a permitted solid waste transfer station and since that time additional modifications have been made to accommodate recycling and changing waste management requirements. Operation of the facility is under the supervision of the Department of Public Works.

There are no active water supply wells located within 1000 feet of the site. The facility and surrounding properties are served by the municipal water system with a 10" main in the North River Road right-of-way.

Also on the site is the Milford Fire Department's fire training facility which is currently not in use. A more detailed description on the inadequate condition of this facility can be found in Section 2.01.3.

**Current Condition:** According to the study *Proposed Transfer Station and Recycling Facility Conceptual Design and Preliminary Cost Estimate, Town of Milford, Milford, New Hampshire* (Study) prepared for the Town by Aries Engineering, Inc. and dated January 2008, a Phase II Hydrologic Assessment was conducted in August and September 2003 as part of the landfill environmental monitoring necessary to evaluate landfill closure requirements. Twenty-nine test pits were excavated to assess the extent of solid waste around the site perimeter and to check for staining and discoloration. The study further states that a majority of the current operating facility is constructed above the buried refuse which has resulted in differential settlement of the current recycling building. The 2003 assessment also indicated that the solid waste debris areas generally consisted of poorly graded sands with miscellaneous debris, and that this type of material is generally not structurally suited to support buildings and loads.

Solid waste materials handled on site include materials that must be mandatorily recycled (by Town ordinance), including rinsed-out plastic containers, plastic and glass bottles, and aluminum and steel cans; as well as glass, metal, plastic, paper, yard waste, tires, compost, construction and demolition debris, fluorescent lights, waste oil, household hazardous waste, municipal solid waste, furniture, appliances, and other discarded materials. A more detailed description of site operation, procedures, configuration, usage, traffic generation and distribution, and technical data can be found in the Study. A copy of the Study can be found in the Departments of Public Works and Community Development.

**Future:** The current facility is in need of significant building and mechanical upgrades to meet the changing solid waste and recycling needs of the community. In addition, the facility is often congested with resident traffic at peak usage times (Saturdays) and the location of the site, on North River Road, requires most Town resident and commercial traffic to travel through the downtown "Oval" area as the primary route to the facility.



In the fall of 2007, the Community Facilities Committee met with the Town Administrator and Director of Public Works to discuss long-range facility improvements, including the possibility of relocating the facility to a site that better accommodates this use. Discussions since that time have focused on needing to analyze solid waste disposal options and associated costs, such as "pay as you throw" and curbside pick-up, relative to the cost-benefit of modernizing



the existing facility. The Town Administrator is currently conducting preliminary fact-finding on options, which would include as well efforts to increase the Town's recycling rate.

**Recommendation:** Further long-term planning for the current transfer station site is dependent upon the outcome of a feasibility study of curbside pick-up and single stream recycling. Any renovation plan or service delivery model change shall include provisions to increase Milford's overall recycling rate and to maximize the types of materials that can be recycled.

### 2.04.3 Cemeteries

**Background:** Milford currently has five cemeteries located on Elm Street, Union Street, West Street, North River Road and Nashua Street. Riverside Cemetery on Nashua Street is the only existing cemetery with plots for sale and has a projected capacity to accommodate the Town's needs for 60 years.

Approximately 25 acres of the 270 acre Town owned BROX property in west Milford has been reserved for future cemetery use. Also, 1.512 acres of Town owned Kaley property abutting Riverside Cemetery is reserved for cemetery expansion.



**Current Condition:** Presently a full-time six man DPW facilities crew and a part-time four man crew provide upkeep for all five Milford cemeteries, fourteen Milford parks and several Town buildings.

**Future:** This spring construction will start on a new 30' X 50' facilities maintenance building for the Cemetery and Parks Departments at Riverside Cemetery, which will provide much needed garage space, a repair shop, as well as office space, rest rooms, and lunch/meeting room. Families will be able to use the meeting room when arranging for cemetery plots for loved ones.



**Recommendation:** Based on future cemetery needs projections, re-evaluate the best use for the twenty-five (25) acres designated for future cemetery expansion in the BROX Community Lands Master Plan.

### 2.04.4 Parks & Recreation

**Background:** The Milford Recreation Department goals are to: first, provide a variety of quality recreation and leisure programs for all age groups within the community; second, utilize the existing parks and recreation facilities within the Town to their best advantage establishing formal partnerships between the Town, School District and other providers of facilities; and third develop long range master plans for community recreation.

Currently, the Recreation Director reports directly to the Director, Department of Public Works. It is staffed by the Recreation Director and a part time assistant to help organize paperwork for all recreation programs. Its office is located in the basement of the Town Hall. The Recreation Department works with the Recreation Commission whose 6 members are appointed by the Board of Selectmen. This commission serves as an advisory arm to the department and BOS.



**Current Condition:** Milford maintains four (4) Town owned fields/facilities and one includes an outdoor pool. They are Keyes Field, Shepard Park, Adam's Park and Kaley Park.

	Lacrosse	Field Hockey	Soccer	Baseball	Softball	Swimming	Day Camp	Play-ground	Skate Park	Boat/ Water Access	Basketball	Tennis
Keyes Field	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX
Adam's Park	XX	XX	XX	XX								
Shepard Park			XX	XX	XX			XX				
Kaley Park	Open Field Space									XX		

The condition of these fields is poor-to-good due to overuse. The soccer field at Keyes Field was refurbished last year, and the softball and baseball fields will receive infield improvements in 2008. Shepard Park underwent a refurbishment in 2005-2006 to add additional quality baseball facilities. However, with the continued growth of youth and adult participation in sports, the need for recreation fields is reaching a critical point in Milford. Field space is used by the Recreation Department, the MCAA, youth leagues (soccer, football, baseball and softball), Middle and High School teams, adult leagues, the Souhegan Valley Boy's and Girl's Club and family use.



**Future:** Future needs will involve the development of new fields in Milford. Kaley Park is currently an undeveloped piece of land that is designated as a future Town recreation facility. The BROX Community Master Plan also designates over forty-six (46) acres with approximately twenty-five (25) buildable acres as future recreation land.

#### Recommendation:

1. Complete the initial field and parking construction at Kaley Park such that Kaley Park will be available for use when Keyes Field is partially closed due to the Fletcher/EPA site clean-up,
2. Continue to evaluate the long-term best uses for Kaley Park.

3. Based on Recreation Department projections, re-evaluate the best use for the forty-six (46) acres designated for future recreation needs in the BROX Community Lands Master Plan.

## 2.05 SCHOOL SERVICES

The Community Facilities Committee did not feel that they could make any facility specific recommendations for school services given that representatives from the Milford School system were not actively involved in this review process. However, a global recommendation would be for improved communication between our municipal government and our school system in order to prepare a complete Town-wide facilities long-term strategic plan.

In May 2008, the School Board identified the following probable upcoming items:

1. \$2 million for a Kindergarten proposal (two half-day sessions at Jacques School) in 2009,
2. \$150,000 in 2009 for land acquisition to create additional parking at the High School in the future, and
3. \$10 million for renovations at the Bales School, the High School, and the Middle School in 2012 potentially including roof upgrades at the Middle School and ongoing attention to the High School building and grounds maintenance needs.

Demographic changes will ultimately dictate school facility infrastructure modifications. However, the current SAU opinion is that enrollments will remain relatively flat for the next 15 to 20 years.

### 2.05.1 Jacques Elementary School

**Background:** Jacques School is located off Elm Street adjacent to the Bales School. It was built in 1955 and was named after a local serviceman, Lt. Leon Jacques. The school was originally built with 12 classrooms, a gymnasium/cafeteria, supporting offices and core facilities. It was designed as an elementary school and has remained one ever since.



**Current Condition:** Eight additional classrooms were added in the 1990's and in early 2000 a new roof system was installed to address the long-standing roof issues. Currently, the school is used for Readiness and 1st grade. The existing Jacques School building is 56,280 square feet. The area around the school has limited parking but does have space for playgrounds on a lower level. At this time, a driveway circles around the Bales School building with entrance and exit via Elm Street. There is a pedestrian light at the exit onto Elm Street.

**Future:** As a Readiness and 1<sup>st</sup> grade school, Jacques School is expected to reach capacity in 15-20 years. If public Kindergarten is to be offered in Milford, this school could be considered as a location. It is designed to accommodate a Kindergarten curriculum.

### 2.05.2 Bales School (aka Centennial High School)

**Background:** In 1886, the Town began acquiring parcels of land just west of the Oval on Elm Street which would eventually become the sites of Endicott Park, the Centennial High School, and the Jacques Memorial School. In 1893, the Town voted to raise the funds needed to purchase land for a high school. Built in 1894, during the centennial year of the Town's incorporation, the high school was opened in 1895 and called the Centennial High School.



Recurrent themes throughout the history of Centennial High School were the need for more school space and the challenge of efficiently using available space. The first major change to the school occurred in 1916 when the mechanical arts department wing was added. For many years, it was hoped that a gymnasium would be added to the high school. To accommodate this deficiency, students used a large, unfinished hall on the third floor for girls' calisthenics, the boys drill team and other athletic events. In 1929, the community was feeling prosperous and an improvement and expansion plan was proposed including an auditorium and gymnasium over the mechanical arts wing. However, it was determined that essential needs including classroom space, a new heating system and plumbing upgrades outweighed the expansion plans. Further planning for an auditorium-gymnasium had to be put aside due to the Depression and it was not until around 1939 that these plans could be revived under the supervision of school Superintendent Harold C. Bales. Unfortunately, Mr. Bales, whose dream it had been to have an auditorium-gymnasium at the high school, died in April 1939 and he was not able to see the completion of this project. In recognition of his many contributions, the new addition was named in his honor in 1941.

By the late 1940s, due to the post World War II birthrate increase or as it was called the "wave of war babies", there was again a need for more classroom space. In March 1951, the Town voted to build a four classroom annex onto the high school. The annex would house two 6<sup>th</sup> grade classes from the "crowded Garden Street School" and two 7<sup>th</sup> grade classes from the "overcrowded high school". In 1955, Jacques Memorial School was opened for grades 5-8 and part of the annex was remodeled for junior high home economics classes. In 1959, there was an "imperative" need for more high school space. Thus, in 1961 the "new" three year high school was opened on West Street and the "old" Centennial High School was reassigned as the junior high school. In 1964, the Town adopted the concept of being an AREA (Authorized Region Enrollment Area) school which required a major expansion of the West Street High School to accommodate Amherst students from grades 7-12 and to provide space for a six year high school. At the same time, the Town was wrestling with the problem of what to do with the "old" Centennial High School given that the junior high pupils would be moving to the "new" six year high school. According to author Edith Hunter (*A Brief History of Public Schools in Milford, N.H.*, p.92): "There were two views: one, that 'the old fire-trap' should be scuttled, and the other that it was a substantially built building and was worth redeeming." In 1968, the Town voted to renovate the Centennial High School for use



by the elementary grades 5 and 6. When opened in 1969, the school was renamed the Bales Elementary School again in honor of Supt. Harold C. Bales.

As older schools have been modified and new schools built, the use of the Bales School has continued to change over time. In 1970, a new AREA Junior High School was opened on Osgood Road. Renamed the Milford Middle School, this school was expanded in 1992 and currently houses grades 6-8. In 2001, the Heron Pond Elementary School opened and now houses grades 2-5. For several years, the Bales School was vacant or minimally used. In 2004, due to the fire destruction of the Garden Street School, the Sage School moved into the Bales School.

In August 2007, the School Board requested that the old blue “Bales Elementary School” sign be removed. When this was done, the original “Milford High School 1894” stonework sign was revealed.

**Current Condition:** The Bales School currently houses the alternative high school program called Sage School, the Special Education Department administration offices, and a great deal of storage. Many organizations and community groups continue to use the gymnasium for athletic, fund raising and other events. Currently, plans have been initiated to repair the building’s roof in 2008.

In 2007, the School Board appointed a group of community and school representatives to review the current condition and potential uses of the Bales School. A preliminary finding of this group is that the school building is structurally sound but would require extensive renovations for any future uses. This committee continues its work to research and arrive at economical options that reflect solid long range planning on behalf of the school system and, ultimately, the Milford taxpayers.

**Future:** Any future plans for the Bales School building are dependent in part on the long range plans for public Kindergarten and on plans to address the School District’s space needs. One Kindergarten option calls for the expansion of the Jacques School and the demolition of the Bales Annex. Additionally, the Bales building could be renovated to house all of the School District offices thus freeing up classroom space at the High School. There also may be enough space at Bales to accommodate a regional senior center. Other ideas that have been floated include selling the Bales School and selling the entire Bales-Jacques complex (including the lower playing fields once more commonly known as Endicott Park) for redevelopment. If the facility is sold, the property would have to fetch a very substantial amount of money to offset the space displacement, including office, classroom and recreational uses, and the related consequences of a sale. The economics of selling or demolishing the building may not be favorable given, among other variables, the current real estate market, the economy, the costs of outsourcing or relocating current programs, the access issues related to the Jacques School and lower playing fields, the continuing district office space needs, and the long range needs of the School District and the Town’s municipal government.

### 2.05.3 Heron Pond Elementary School

**Background:** Milford Elementary at Heron Pond is located on Heron Pond Road off of Whitten Road in the west side of Milford. The newest of Milford schools, this 115,000 square foot facility opened in September 2001 to serve grades 2-4. This school was built with core facilities designed to be expandable to support 900 students. In 2004, the school was expanded when a new wing was built to support moving grade 5 from the Middle School to the Heron Pond location.



**Current Condition:** Currently the facility houses grades 2-5. It contains 40 classrooms, support services, administrative offices, gym, cafeteria, common areas, and nature trails. There are 125 members on the faculty and staff and over 700 students.

**Future:** In its current function as a 2-5<sup>th</sup> grade school, Heron Pond is expected to last 20+ years.

### 2.05.4 Milford Middle School

**Background:** The Milford Middle School was constructed on Town owned land in 1970. In 1992 an addition was added. In 2005, the 5<sup>th</sup> grade was moved to the Heron Pond School, alleviating severe overcrowding and the need for portable classrooms. The school is located on Osgood Road approximately one mile from The Oval in Milford's central downtown area.

**Current Conditions:** The Milford Middle School is a 104,000 square foot facility about 40 years old. The school has 45 classrooms, a gymnasium, cafeteria, common area, library, media center and tech area. The school was built with core facilities to support 642 students. There are approximately 600 students in attendance at this time. This building supports 54 teachers (including substitute teachers and aides) plus staff. The Middle School shares athletic fields with the High School.



**Future:** There is land available at the current site for expansion, but it is not needed at this time or in the foreseeable future.

### 2.05.5 Milford High School and Applied Technology Center

**Background:** The Milford High School and Applied Technology Center is located at 100 West Street in Milford. The core facility has the capacity for 1010 students with the SAU office on site and 1070 students with the SAU offsite. The facility was built in 1964 and a 35,000 square foot Technology Center was added in 1998.



**Current Conditions:** The Milford High School and Applied Technology Center currently has approximately 900 students enrolled. Many of the classrooms have not been updated since the building's construction. However, a significant renovation currently is in progress replacing windows; updating the cafeteria, stage and music department; enhancing classroom and lab spaces; and several classrooms are receiving much needed heating and ventilation upgrades. In addition, the construction of a new athletic complex, including a new football/soccer/lacrosse field and a track and field facility, is nearing completion. The Milford SAU office occupies a corner of the High School facility for their offices. The High School classroom spaces are rarely unoccupied and the School Board is now assessing alternatives to move the SAU office and release that space back to school programs.

**Future:** The School Board has concluded that the best long-term use of the West Street facility is as a High School due to its specialized construction and equipment. In 2007, a bond was passed that provided significant funds for High School facility renovations and a new field and track. These projects are intended to be completed in 2008. Over time it is assumed that the High School and current Middle School will evolve to a school campus environment and it is assumed that the SAU office will be relocated within near-term years.



## III: FACILITY HEALTH ASSESSMENT SUMMARY

**Summary of Milford, NH Facility Health\*****\*Assumes yearly voter approval of Capital Improvement Plan (CIP) 2008-2013 items**

Facility/Year	5/2008	2013	2018	2023	2028	Comments
<b>Emergency Services</b>						
• Police Department	↑	↑	↑	●	↓	New station operational end of 2006 with adequate growth space
• Fire Department - Downtown	●	↑	↑	↑	↑	2010 Vote on Need for Expansion - \$2.2M
• Fire Training Facility	↓	↑	↑	↑	↑	High priority for fire department
• West end Fire Substation	●	●	●	●	●	Need in question; additional metrics and evaluation required
• Ambulance	●	●	●	●	●	Possible alliances (internal & external) should be investigated
• MACC Base	●	Pending Renewal of Charter				Space projected to be adequate
<b>Town Admin Services</b>						
• Town Hall	↓	↓	↓	↓	↓	Space configuration not optimal
• DPW/Highway	↑	↑	↑	↑	↑	No substantial new facility needs
• Transfer Station	●	●	●	●	●	Building, Equipment and Traffic needs; Environmental monitoring continues
• Cemeteries - Plots	↑	↑	↑	↑	↑	
• Cemeteries - Buildings	↓	↑	↑	↑	↑	New building approved 2008 \$0.2M
• Library	↓	↓	↑	↑	↑	Facility overcrowded and space configuration not optimal, 2012 - \$7.2M
• Waste Water	↑	↑	↑	↑	↑	Managed by the commissioners



Facility/Year	5/2008	2013	2018	2023	2028	Comments
• Septage Receiving Facility	●	↑	↑	↑	↑	Managed by the commissioners
• Water Service Building	↓	↑	↑	↑	↑	2010 Vote planned \$0.3M
<b>Parks &amp; Recreation</b>						
• Kaley Park	↓	↑	↑	↑	↑	Future expansion remains possible
• Keyes Pool	↑	↑	↑	↑	↑	Recent renovations
• Keyes Field	↑	●	↑	↑	↑	Continued renovations, Fletcher site cleanup 2010
• Adams Field	↑	↑	↑	↑	↑	Tied to Osgood Pond improvements
• Shepard Park	↑	↑	↑	↑	●	Improvements started 2005 via private funds, donations, & recreation dept.
- BROX Fields/Heron Pond Recreation	●	↓	↑	↑	↑	Committee working plans and funding
- North River Rd	↑	↑	↑	↑	↑	MCAA maintained and enhanced
<b>School Services</b>						
• Bales	↓	↓	↓	↓	↓	Separate committee recommendations Full plan yet to be determined by SAU
• Jacques Memorial	↑	↑	↑	↑	●	Kindergarten issue unclear
• Heron Pond	↑	↑	↑	↑	●	New school in 2000, addition in 2006
• Milford Middle School	↑	↑	↑	↑	↑	Improved with relocation of grade 5 to Heron Pond; roof upgrades needed in near future
- Milford High Track & Field	↓	↑	↑	↑	↑	Approved in 2007 vote
• Milford High School	↓	↑	↑	↑	↑	Major renovations approved in 2007 vote; ongoing needs to be coordinated with SAU office relocation



Needs to be Addressed



Issue w/in 5 yrs



OK

\*Revision 8 21 08

## IV: GOALS

1. As part of Milford's economic development plan, analyze the highest and best use for the Elm Street Property (former Police Station).
2. Re-evaluate the 2005 BROX Community Lands Master Plan to reflect projected changes in community facility needs.
3. Continue to utilize, refine and strengthen the Community Facilities Planning Process.
  - 3.1. Develop and implement a formal communication process with the Milford School Board that promotes coordinated Town-wide facilities planning.
  - 3.2. Develop and implement a formal communication process with the Milford Water and Sewer Commission that promotes coordinated Town-wide facilities planning.
  - 3.3. Incorporate the Community Facilities Planning Process and the Facilities Updates as part of the annual "Reports" provided by Town Department Heads, the Town Administrator, and the School Board to the Planning Board and the Community Facilities Committee.
4. Analyze, promote and implement inter-town cooperation and regionalization of functions and facilities for more efficient and cost effective delivery of common services.

## Chapter 4

## TRAFFIC AND TRANSPORTATION

***Milford Traffic and Transportation Philosophy***

The Town of Milford, as well as the region, will likely continue to grow at a moderate pace within the next five to ten years. This residential, commercial and industrial growth and development will place ever increasing demands on the existing road and transportation network. The Town's transportation system should be safe and support the needs of the community, and impacts of transportation-related improvements and growth must not override the community's desired quality of life.

Providing a safe and efficient transportation system within this community's boundaries, as well as between Milford and communities in the region, is paramount to the overall quality of life and health of the Town. Growth and development pressures continue to place demands on the existing transportation network, and real and perceived issues relating to vehicular and pedestrian safety, congestion, delays, roadway capacity, facility maintenance and costs for upgrades, expansion and upkeep must be addressed in conjunction with land use change.

There is currently no *overall* plan in place utilized by the Planning Board to adequately determine long-term impacts of development, be it residential, commercial, recreational and/or industrial, on the Town's transportation facilities. The Town must develop a comprehensive traffic management approach, inclusive of the necessary management tools, to assist decision and policy-makers in assessing the impacts of growth and development on desired community character.

Large tracts of undeveloped land in Town lie on rural roads that are not currently built to handle increased traffic if these parcels are built out at allowable densities. Many vacant tracts of commercial and industrial land exist where roadway improvements must be made if development is to occur at allowable intensity. An additional crossing of the Souhegan River, either east or west of the Oval has been identified as a necessity to alleviate traffic impacts on the Stone Bridge and downtown. A Route 13 Bypass, from north of downtown to the Route 101/101A intersection in West Milford, has been discussed for years as a means of directing traffic away from downtown. Traffic and access management, and ongoing redevelopment along both the Nashua Street and Elm Street corridors, as well as the Route '101 commercial strip in West Milford, must be managed.

As a means to insure that the Town's transportation network reflects the desire to maintain the community's strong sense of place and identity, the following action shall be undertaken:

**II: HIGH PRIORITY ACTIONS FOR 1999-2000****2.01 ACTION: A*****Develop and begin implementation of a town traffic management plan***

A comprehensive traffic management plan, and implementation of the plan, is essential to maintain the desired character of Milford in the face of ever increasing traffic upon the Town's roads and streets. Capacity, maintenance and safety must be increased where necessary to accommodate current conditions, and planned for with designs and funding mechanisms in place for future improvements.

***Responsibilities and Actions:***

1. *The Milford Planning Board shall prepare a Town Traffic Management Plan, under the direction of the Planning Department and Department of Public Works in conjunction with the Nashua Regional Planning Commission and other consultants where necessary. The Plan shall address as necessary the following areas:*
  - *Establishment of acceptable level of service standards for traffic flow consistent with Master Plan Update goals,*
  - *Identification of existing roadways in Milford that are "deficient" because they operate below desired conditions,*
  - *Identification of roadways that will be "deficient" in the future as development continues under adopted land use and zoning,*
  - *Identification of ways to address system deficiencies:*
    - Restrict or limit certain land uses,*
    - Locate land uses where sufficient roadway capacity exists*
    - Modify the intensity of development allowed*
    - Modify existing roadway plan, by defining the functional hierarchy of existing and future streets as arterials, collectors, or locals,*
  - *Identification of which Milford roadways play a role as regional links, both existing and future,*
  - *Evaluation of current Town public improvements (specifications such as road specifications, drainage specifications, sidewalks, utilities)*
  - *Incorporate pedestrian improvements,*
  - *Incorporate bicycle and intermodal improvements,*
  - *Evaluate the role of traffic impact fees,*
  - *Evaluate public transportation services and needs, and implement services.*
2. *The Planning Board shall, concurrently with the development of the Town Traffic Management Plan, prioritize the formulation of corridor plans that will specifically address access, aesthetics, and recommended intensity of residential, commercial and industrial development.*

### III. MEDIUM PRIORITY ACTIONS FOR 2000-2002

#### 3.01 ACTION: A

##### **Implement appropriate recommendations from the Traffic Management Plan**

To adequately address new development-related traffic pressures, and to compensate for inefficiencies resulting from the lack of prior plans, the community supported recommendations of the Traffic Management Plan must be implemented.

The most appropriate method for implementation is from fair-share contribution from new development that generates system wide improvements. Additionally, the Capital Improvements Plan can reflect a phased approach for implementation that will address the need, cost, and schedule.

##### **Responsibilities and Actions:**

- a. *The Milford Planning Board shall incorporate appropriate traffic related capital improvements in the Capital Improvements Plan, to be annually reviewed and updated, to insure a phased and orderly implementation of necessary improvements.*
- b. *Encourage and promote increased courtesy, responsibility and calming between all users of the Town's public rights-of-way.*

In an age where individual lives have become more hectic, and perhaps subject to more stress as society strives to keep pace with ever-accelerating technological change, basic driver, pedestrian, and cyclist courtesy and adherence to the rules of the road are often forgotten as people rush to pursue individual needs. This rush can lead to hazardous and unsafe situations, as more users compete for use of finite rights-of-way.

- c. *The Board of Selectmen, in conjunction with the Milford Police Department and interested citizens and civic groups, shall develop and implement programs and educational efforts to guide the public towards a safer and calmer transportation network. This program shall be inclusive of motorists, cyclists, and pedestrians, and focus on efforts to increase public awareness of the correct rules of the road and the need for common courtesy.*

## Chapter 5 ECONOMIC DEVELOPMENT

### ***Milford Economic Development Philosophy***

The Town of Milford should strive for an aggressive, proactive community growing through beneficial projects. The Town should strive to stabilize its remaining rural character through maximized open space protection. The Town should strive for a manageable population with quality affordable services, and predictable tax rates through balanced taxable assets.

The Town should design its economic development strategy utilizing a *relative contribution formula*. Positive property tax growth projects should be encouraged, assisted and implemented pro-actively.

At the time the Planning Board adopted the 1993 *Master Plan*, the Town of Milford, the southern New Hampshire region, New England and much of the country was in the midst of a significant economic recession. Milford unemployment was high, and new construction of any kind was slow. The local economy reflected the impacts from corporate "downsizing" and restructuring, changing national and global manufacturing trends, and the effects of a quick downturn in real estate values resulting from the inflated real estate market of the late 1980's.

Within the last five to six years, there has been sustained moderately paced economic growth in the region, consistent with national trends since the low-point of the recession. Southern New Hampshire has benefited economically from growth in technological, health and service industries, as well as location near the Boston metropolitan area. The region has been consistently noted nationally as a desirable place to live with an attractive *quality* of life.

Milford's economic base has exhibited strength primarily by continued expansion in the established manufacturing sector. Commercial development has followed suit, as Milford continues to be the largest "full-service" town between Nashua and Keene, drawing on a commercial trade area population of approximately 35,000. Most new commercial development has occurred at either end of the Nashua Street/Elm Street east-west corridor, where high traffic counts, access and site visibility create locations attractive for commercial development.

Correlative to continued commercial and industrial expansion in Milford has been steady single-family residential construction. This strong residential growth has almost exclusively been in the form of single-family residences. In addition, the percentage of net valuation of residential vs. non-residential land and buildings has increased from 68.33% vs. 31.67% (1992) to 70.49% vs. 29.51% (1998). This points to a trend that the residential tax base is increasing in Milford at the expense of the non-residential tax base.

Property taxes in Milford, as in all New Hampshire communities, are allocated between the county (Hillsborough in Milford's case), the local school district (SAU #40) and the

*The 1993 unemployment rate in Milford averaged close to 9%. For the year 1998, the rate was 1.9%*  
*NH Employment security, Economic and Labor Market Information Bureau*



municipality. During the period 1992 through 1998, the school district claimed the highest percentage of property taxes (ranging annually between 71%-74%), the Town was apportioned between 20%-22%, and the County received 5%-8%. Additionally, the overall tax rate between 1992 and 1998 climbed 28%, with the School portion increasing 31%. (Source: Town Reports, 1992 through 1998).

As is commonly acknowledged, the burden of school funding in New Hampshire falls upon local property taxes, with the bulk of property taxes collected being generated by the residential property owner. However, costs to educate students are not adequately covered by the property taxes collected on residential properties, especially single-family homes and some multi-family developments; both of which can generate a higher amount of school children per household. Thus, residential growth generally demands a greater amount of property taxes than it usually pays. This is considered "tax negative". Consequently, the New Hampshire Supreme Court, in its 1998 "Claremont Decision", ordered the State to develop school funding mechanisms that do not rely solely on local property taxes.

*New single-family building permits issued:*

1992: 52  
1993: 37  
1994: 55  
1995: 60  
1996: 37  
1997: 56  
1998: 72  
1999: 65 (est.)

As part of the development of this *Master Plan Update*, the subcommittee charged with economic development reiterated that for Milford the cost of residential growth far exceeded the revenue generated.

*-Town reports, 1993 through 1998*

#### **The current situation in Milford can be described by the following:**

- The tax burden is increasing faster than inflation,
- The Town's school costs are the largest share of the budget and are increasing at the fastest rate,
- The Town is non-competitive for commercial/industrial growth,
- Under current conditions, things will get worse.

*Residential vs. Non-residential Net Valuation (%):*

1992: 68.3/31.7  
1993: 69.0/31.0  
1994: 69.1/30.9  
1995: 68.6/31.4  
1996: 68.3/31.7  
1997: 70.4/29.6  
1998: 70.5/29.5

The subcommittee determined. that the following common assumptions were false:

- New development increases the tax base,
- New development lowers taxes for all,
- Large developments cost more and thus generate more tax revenue,
- New development pays its own way,
- All growth is good for the Town,
- Good or bad, you cannot control growth.

*-Milford Assessing Dept. MS1 Analysis*

The subcommittee concluded that new developments are either tax-positive or tax.-negative; that most growth costs all taxpayers some money; some growth costs more, some less; and the Town Master Plan should encourage the kind of growth that is best for the Town as a whole. Consequently, if residential growth costs more than its tax revenue, and if nothing else happens to offset those costs, then taxpayers are subsidizing additional residential development. The subcommittee found that existing commercial and industrial development makes up 28% of the tax base and drives 7% of the cost of services. Open space is 4% of the tax base and drives 1% of the cost. Disproportionately, residential property equals 68% of the tax base and drives 92% of the cost.

The subcommittee also determined that the Town has several obstacles and disincentives to encouraging commercial and industrial growth, including limited available land with even more limiting lack of available infrastructure (roads and utilities), high site development costs, the high local tax rate, and an attitude by many citizens and decision-makers that Town government should not be in the "development business".

To counter these obstacles and disincentives, the following recommendations and actions shall be taken by the Town:

## II: ACTIONS FOR 1999 / 2000

### 2.01 HIGH PRIORITY - ACTION: A

#### ***Make Milford more industry ready.***

In order to encourage new commercial and industrial development, actions must be taken that make the Town "industry ready", and thus be in a position to act proactively to obtain tax positive development in the ever increasing competitive economic development environment This can be accomplished by:

1. evaluating and implementing appropriate actions to extend infrastructure into areas feasible for industrial land uses, including the implementation of "tax increment financing" as a practical tool to finance infrastructure improvements,
2. evaluating the need for additional industrially and commercially zoned land and implementing zoning changes,
3. encouraging tax-positive residential development,
  - a. Implement flexible regulatory policies that promote retirement-living, elderly, and assisted-living opportunities; encourage conversion of existing multi-family developments to retirement-living, elderly and assisted living housing;
  - b. Implement opens space preservation subdivision techniques.

See Chapter 6, *THE BROX PROPERTY*, which identifies an opportunity the Town must seize to address many of the issues identified as economic development concerns.

#### **1. Responsibilities and Actions**

*The Planning Board shall review and implement the land use related actions necessary to make Milford more industry ready. A strong consensus of agreement between the Planning Board, the Board of Selectmen, the Milford Industrial Development Corporation, School Board, budget advisory committees, citizen groups, and the public needs to be forged.*

### III: ACTIONS FOR 2000 / 2002

#### 3.01 MEDIUM PRIORITY - ACTION: B

##### ***Evaluate and implement methods to reconstruct local property tax system.***

The purpose of this recommendation is to provide for a more equitable means of taxation. Implementation of this idea will be a challenge in that many basic tenets and philosophies regarding taxation and local /state control will be confronted. It means effecting change at the State level, making it possible for local level decision-makers to better serve the needs of their communities.

The Board of Selectmen shall engage Milford's representatives in Concord in proposing legislation enabling alternative revenue generating mechanisms, such as a local income tax, industrial abatements, school department trusts, "per living unit" base, and senior exemptions.

#### 3.02 MEDIUM PRIORITY - ACTION: C

##### ***Continue efforts to expand tax positive growth and land use at a faster rate than tax negative growth and land use.***

Efforts to make Milford more industry ready (High Priority Action: A.) must be followed up with additional actions that will serve to adjust the land use and property tax generating ratio to lessen the burden on the residential property owner.

*See Community Character Action B. • Develop and Implement Open Space and Conservation Zoning and subdivision techniques.*

#### **1. Responsibilities and Actions**

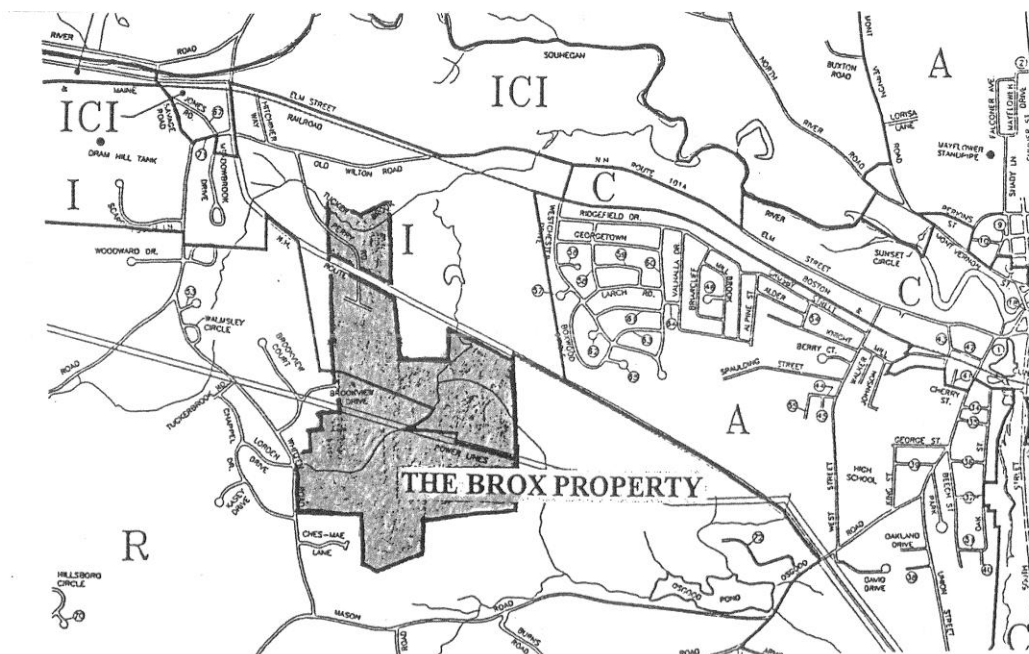
*The Planning Board shall take the lead in continuing the review and implementation of strategies to achieve a greater tax-positive land use base. The Board shall work with the Milford Industrial Development Corporation, the Conservation Commission, and the Board of Selectmen to examine and implement regulatory changes to encourage more agriculture and open space-related businesses (e.g. encourage golf course development), and review allowable residential densities. The Planning Board will conduct a study on the feasibility and need for impact fees to be placed on new development to assist in lessening the cost of growth. The Planning Board shall encourage efforts to build and support land trusts.*

## Chapter 6

**THE BROX PROPERTY**

The BROX Property, located in west-central Milford represents an opportunity for the Town of Milford to implement many of the long range land use goals supported by the community in the 1999 *Master Plan Update*.

The BROX Property consists of 16 parcels totaling approximately 320 acres. The land is located off Perry and Whitten Roads, and is divided by the Route 101 Bypass. The northerly 125 acres is currently zoned "I" Industrial, and the southerly 195 acres is zoned Residence "R". Much of the land has been utilized as a gravel removal operation over the past thirty years; however, the operations are currently minimal. There is a significant amount of reclamation that could still be necessary depending upon ultimate uses. A large and extremely significant wetland area lies in the central portion of the property, fed by Birch Brook, a tributary of the Souhegan River.



*The carefully planned development of the BROX Property for tax advantageous land uses provides a once in-a-life time opportunity to accomplish Master Plan Update goals.*

In 1995, the owners of the property offered the Town the "right of first refusal" on the purchase of the property. A broad-based committee, the "BROX Commission", was formed to study the property and its potential uses and formulate a recommendation to present to the Board of Selectmen. A development feasibility study was conducted, and the results indicated that indeed, as the zoning allowed, there was potential for industrial uses (with significant infrastructure improvements), and suitable areas for community uses, a potential school site and residential development. With the knowledge that there is substantial development capacity, the Commission concluded that recommendations on the ultimate disposition of the property should lie with the Planning Board.

Concurrently, over the past several years, the Milford Industrial Development Corporation began efforts to encourage industrial development in the Perry Road / Bypass portion of the property. The School Board identified, after exhaustive land searches for a new elementary school site, a 50-acre site off Whitten Road. Both organizations entered into negotiations with the property owners for their particular uses.

The property has been the subject of much discussion by the community regarding its ultimate development. There was much unofficial community sentiment at the end of 1998 and the beginning of 1999 that the community would best be served by keeping single-family residential development from occurring (tax-negative), pursuing industrial development, protecting important natural resource areas, and locating a school off Whitten Road. The Master Plan Update committees discussed the ultimate development and ownership of the BROX Property at length throughout the update process.

## II: BROX PROPERTY RECOMMENDATION:

### 2.01 HIGH PRIORITY ACTION FOR 1999/2000.

Recognizing that the BROX Property represents substantial development capacity for industrial, residential, community facility and recreational uses, the Town should purchase and/or facilitate purchase by others of the entire 320 acres in order to control its ultimate development. In controlling the ultimate development of the site, the Town recognizes the importance of restricting and/or prohibiting single-family residential development from this location due to the tax-negative impact such residential development imposes on the Town.

Once the property is purchased, the Town should:

1. Work with the Milford Industrial Development Corporation (MIDC) and private industrial developers to make the industrially-zoned acreage "development ready" by seeking means to extend necessary roads and utilities.
2. Work with the Milford School District to guarantee that any proposed school facility is built with the long-range development of the entire BROX property in mind, especially relative to utility and road extensions and mutual benefit from potential community and recreational facilities.
3. Work with conservation groups, including the Milford Conservation Commission, to preserve and protect the significant wetlands, surface waters, and natural areas located on the property,
4. Incorporate available land into the long range community *facilities master plan*, to include areas reserved for cemeteries, recreation facilities, fields, a golf course and trails, potential additional school locations, and other municipal purposes,
5. Promote the development of retired living, elderly and "empty-nester" housing, and other residential development that is tax-positive.

*The Town's highest priority regarding community facilities is the development and implementation of a facilities master plan - the BROX Property should play an essential role in providing land for future facilities.*

### **Responsibilities and Actions**

*The Planning Board shall take a lead role, in partnership with the Board of Selectmen, the Conservation Commission, the School Board, the Milford Industrial Development Corporation among others, to bring a plan to purchase and/or control the development of the BROX Property for Town deliberation and vote in the year 2000.*

## Chapter 7:

**HOUSING CHAPTER****INTRODUCTION**

The Town of Milford is part of Hillsborough County, the Souhegan Valley and the Nashua Regional Planning Commission. The robust population and housing growth experienced in Milford has been and will continue to be influenced by its geographic and economic location. Milford lies at the intersections of the State's major east-west highway, Route 101 and Route 101A. It is further bisected by Route 13, a north-south roadway running from Massachusetts to New Hampshire's state capital, Concord.

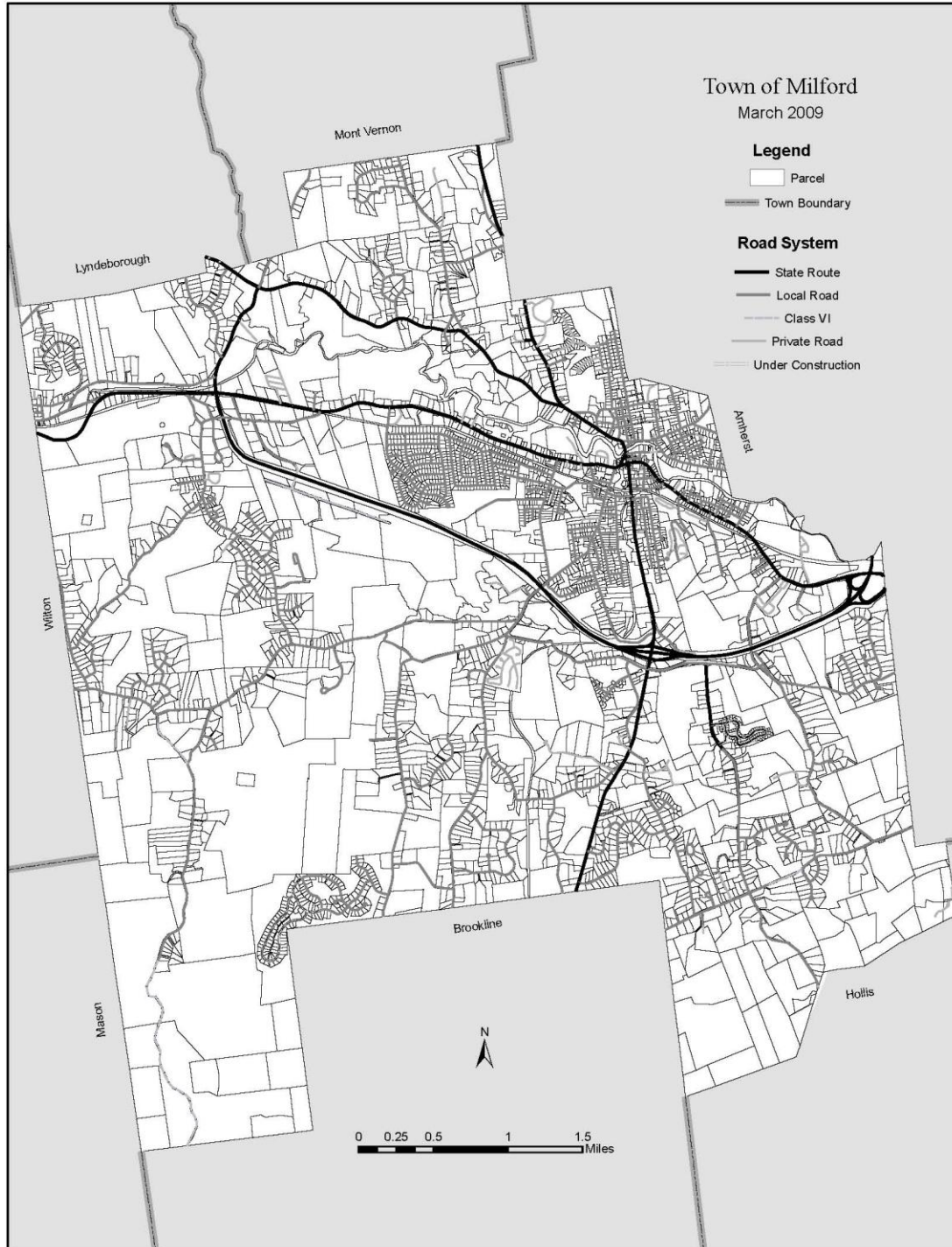
Given its location, Milford serves as a hub of commercial and industrial activities. In addition to its geographic connections, as of 2009 Milford is one of only four communities within the Nashua Regional Planning Commission region to have a municipal water system and wastewater treatment plant. These municipal utilities serve the community throughout the more densely populated downtown area and along major roadway corridors. As a Town with a substantial commercial-industrial sector and municipal water and sewer utilities, Milford has historically provided a diverse range of housing options for all income and age ranges, and continues to do so.

Per state statute, the Housing Chapter of a Master Plan must assess the local housing conditions and project the future housing needs of the community and the region for all income levels and ages. The purpose of this chapter is to examine trends and forecasts for population, income and housing in Milford, in the context of the region defined by the Nashua Regional Planning Commission's (NRPC) borders. In addition, this chapter outlines the community's program of action to help ensure Milford's housing stock continues to provide for the needs of its current and future population. Safe, quality housing that reflects the economic and community character of Milford is vital to the long-term future of Milford.



## II. CURRENT HOUSING TRENDS AND STATUS

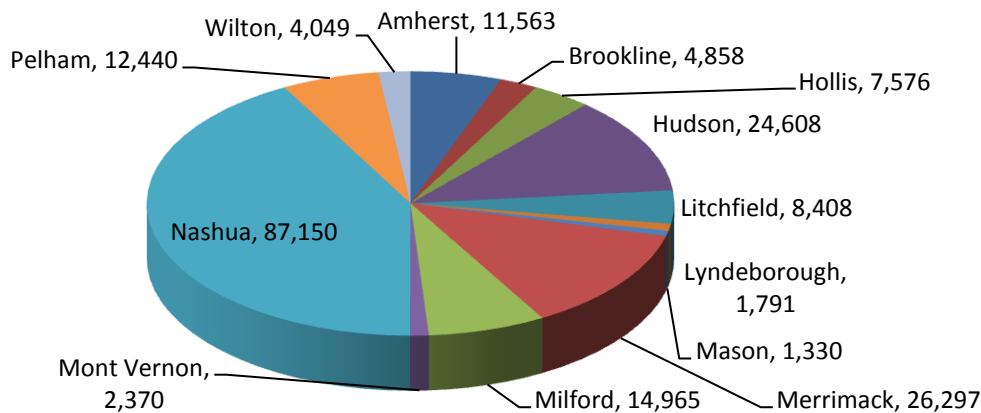
### 2.01 TOWN OF MILFORD MAP



## 2.02 POPULATION TRENDS

As of 2009, Milford was the fourth largest of the thirteen communities in the NRPC<sup>3</sup> region. From 1990 to 2000 the NRPC region expanded its total population by 14%. The growth in population has continued into the following decade at a slightly slower rate; from 2000 to 2007 the population growth registered at just over 5.3% for the region as a whole.

**Chart 1: NRPC Communities 2007 Population Estimates**

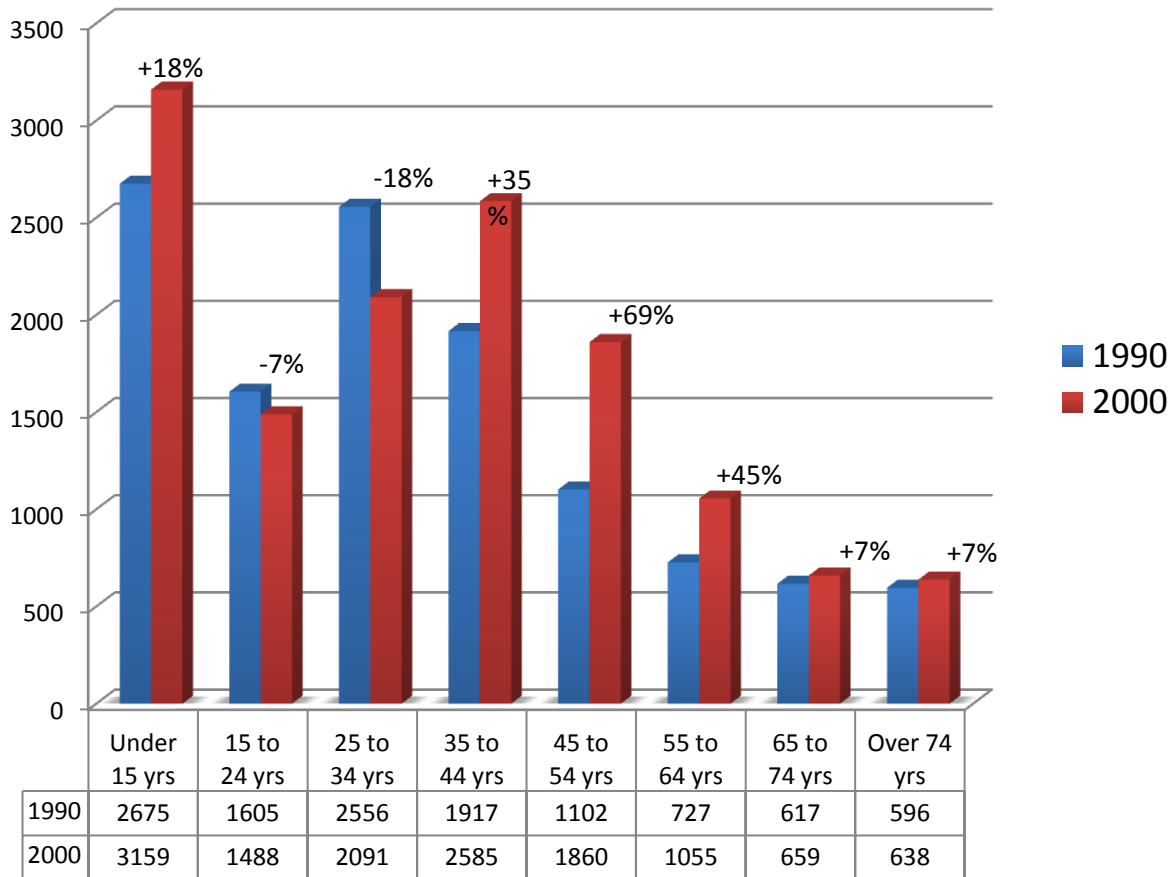


Source: NH Office of Energy and Planning (OEP)

Milford's growth from 1990 to 2000 closely mirrors that of the NRPC region, increasing from 11,795 in 1990 to 13,535 in 2000 or 14.8%. Milford's growth increased significantly from 2000 to 2007 up to 14,965 or 10.5% compared to the 5.3% regional average. Due to the economic downturn in 2008 growth slowed significantly in Milford after 2007. However, the community should still have a substantial increase to report in the 2010 Census.

The population increases in Milford between 1990 and 2000 were not evenly distributed by age groups. As has been noted for Hillsborough county and New Hampshire as a whole, Milford's population is "graying" or increasing its population of residents over 45 years old at a much faster rate than the younger age groups. Chart 2 depicts the aging of our population.

<sup>3</sup> NRPC Region includes the following communities: Amherst, Brookline, Hollis, Hudson, Litchfield, Lyndeborough, Mason, Merrimack, Milford, Mont Vernon, Nashua, Pelham and Wilton.

**Chart 2: Milford's Population by Age Group 1990-2000**

Source: US Census

From 1990 to 2000 Milford residents 44 years old and younger increased by 6% compared to residents 45 years old or older increasing 38%.

It is likely the trend of an aging population has continued since the 2000 Census. Prior to 2000 there were only 229 age-restricted or senior housing units (either 55 or 62+) in Milford. Between 2000 and 2008 eight new age-restricted housing developments were approved and constructed in Milford, adding 378 new age-restricted housing units. This more than doubled the availability of senior housing in Milford to a total of 607 units in 2008.

On the opposite end of the population spectrum, Milford's school population has remained relatively stable between 2000 and 2008, with long-term projections showing a stable population between 2008 and 2013. Data provided by the Milford School District for the 2008/2009 school year reports a 2.7% increase in the population of students enrolled in grades Readiness through 12<sup>th</sup>, from the 2001/2002 school year. Over the 2008/2009 school year the school district has expanded to include a small population of students from the neighboring community of Mason, and will further expand for the 2009/2010 school year to include kindergarten.

### 2.03 INCOME TRENDS

Income data is typically reported in one of three major indices: Per Capita Income, Median Family Income and Median Household Income.

Per Capita Income is a measure of the income for an entire geography (in this case the Town of Milford) divided by the total population, or every man, woman and child. This index takes into account children, who do not generally contribute any income, producing a lower value than median incomes.

A median measure divides an income distribution into two equal parts, with one-half falling below and one-half above the median number. Median Family Income includes the incomes of all family members 15 years old and over related to the “householder” versus the Median Household Income which includes the income of all individuals in the household whether they are related or not. As there are many households with one person, this index is generally lower than the family income.

As this report evaluates housing in Milford and the NRPC region, the median family and household incomes data are used for comparison purposes. The major source for broadly reported income data at the community level comes from the US Census Bureau’s dicentennial census. Due to the constraints of the data available in 2009, this report was not able to evaluate more recent trends in income data; however as the new census data becomes available in 2011 this report should be updated.

The decade from 1990 through 2000 details considerable increases in income for all New Hampshire residents. The Median Family Income increased by 38.3% over the decade and the Median Household Income by 36.2% for the state as a whole. Hillsborough County reported similar growth in both family and household income for the same period, at 34.8% and 32.1% respectively. Looking at the smaller NRPC region, the increases in income are even greater than the state and county averages. In 1989 the Median Family Income for the NRPC region was \$52,667, which increased to \$74,659 in 1999, a 41.8% growth. Households fared better than the state and county as well, with a reported \$49,458 income in 1989, increasing to \$68,012 in 1999, a 37.5% increase.

The prosperous growth of this decade carried into Milford as well. Milford’s median incomes are approximately \$10,000 less than the NRPC region’s average, but show similar rates of growth over the decade (See Tables 1 & 2).

**Table 1: NRPC Region Median Family Income 1989-1999**

Median Family Income			
Town	1989	1999	% Change
Amherst	\$66,491	\$97,913	47.6%
Brookline	\$57,372	\$80,214	39.8%
Hollis	\$68,096	\$104,737	53.8%
Hudson	\$50,714	\$71,313	40.6%
Litchfield	\$52,438	\$76,931	46.7%
Lyndeborough	\$46,250	\$70,223	51.8%
Mason	\$53,935	\$61,908	14.8%
Merrimack	\$55,844	\$72,011	29.0%
<b>Milford</b>	<b>\$43,628</b>	<b>\$61,682</b>	<b>41.4%</b>
Mont Vernon	\$52,740	\$77,869	47.7%
Nashua	\$46,614	\$61,102	31.1%
Pelham	\$51,147	\$73,365	43.4%
Wilton	\$39,402	\$61,311	55.6%
NRPC Averages	\$52,667	\$74,659	41.76%

Source: 1980 and 1990 Census

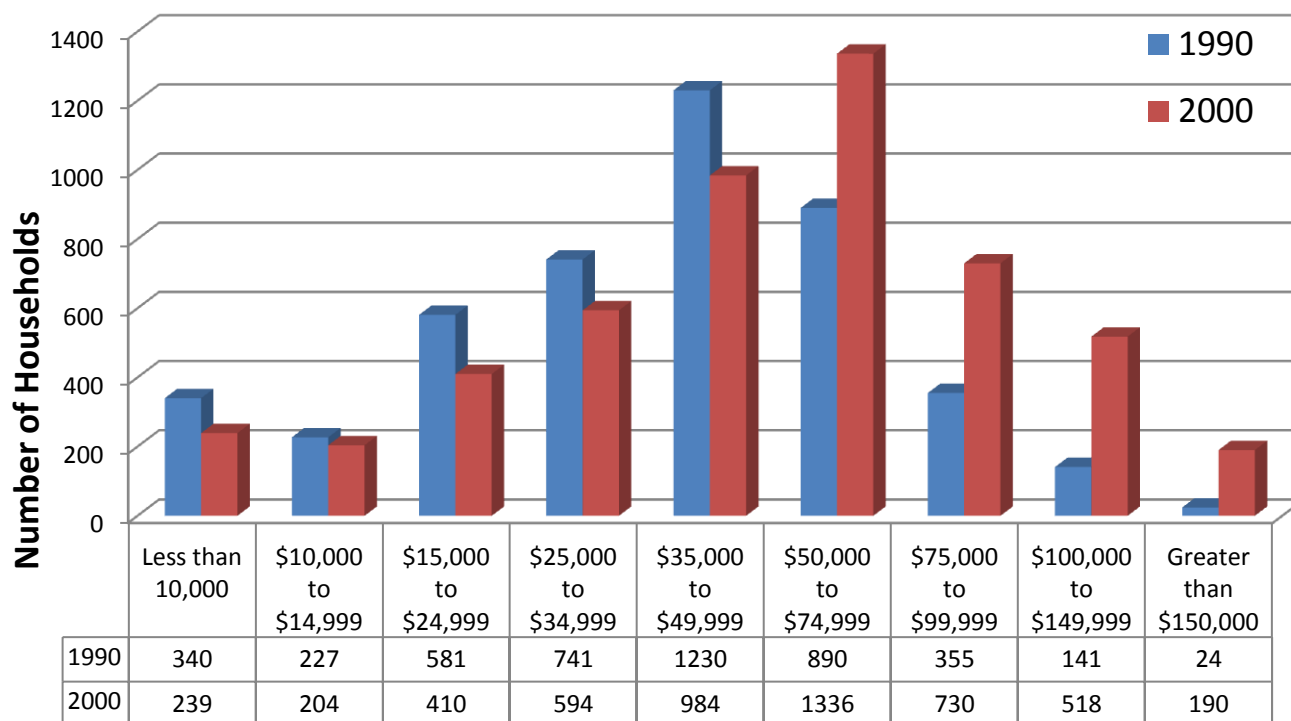
**Table 2: NRPC Region Median Household Incomes 1989-1999**

Median Household Income			
Town	1989	1999	%Change
Amherst	\$62,568	\$89,384	42.9%
Brookline	\$55,858	\$77,075	38.0%
Hollis	\$64,351	\$92,847	44.3%
Hudson	\$47,859	\$64,169	34.1%
Litchfield	\$49,946	\$73,302	46.8%
Lyndeborough	\$42,208	\$59,688	41.4%
Mason	\$52,137	\$60,433	15.9%
Merrimack	\$52,798	\$68,817	30.3%
<b>Milford</b>	<b>\$38,792</b>	<b>\$52,343</b>	<b>34.9%</b>
Mont Vernon	\$49,650	\$71,250	43.5%
Nashua	\$40,505	\$51,969	28.3%
Pelham	\$50,187	\$68,608	36.7%
Wilton	\$36,098	\$54,276	50.4%
NRPC Averages	\$49,458	\$68,012	37.5%

Source: 1980 and 1990 Census

Within Milford, the growth in income was further displayed through changes in the distribution of income groups. Chart 3 displays the income of Milford households by income group from the 1990 and 2000 Census. As will be discussed later in this report, the number of households and housing units also increased significantly from 1990 to 2000; not only were the incomes of existing residents rising, but it is likely new households were adding to the increase in income for Milford and the region.

**Chart 3: Milford Household Income Groups 1990 & 2000**



Source: 1990 & 2000 US Census

The chart shows a clear trend of increased incomes in Milford. All of the income groups making \$49,999 or less per household lost population over the decade and in contrast, all income groups making \$50,000 or more made significant gains.

After the 2000 Census the economy continued to expand throughout the United States and New Hampshire until late in 2007. It is reasonable to assume that family and household incomes have continued to rise since the census survey in 2000. However, due to the 2008 economic downturn and contraction of the economy, it is likely that the rate of increase in Milford shown in the 2010 Census will be less substantial than over the previous decade.



## 2.04 FAMILY AND HOUSEHOLD SIZES

As incomes and the number of households increased from 1990 to 2000 the average family and household sizes in the NRPC region declined slightly. A household includes non-related persons within the same housing unit and all housing units in a community, whereas a family only includes housing units with related family members. The average family size in the NRPC region decreased from 3.25 persons per family in 1990 to 3.19 persons in 2000. The average household size also decreased slightly for the region from 2.92 in 1990 to 2.84 in 2000.

Milford was one of only two communities in the NRPC region, the other being Brookline, to increase its family size from 1990 to 2000. The average family size increased from 3.08 persons per household in 1990 to 3.11 in 2000, a small but significant increase compared to the rest of the communities in the region. As the number of housing units continued to grow in Milford after 2000 it will be important to determine, with the 2010 Census data, if the trend of increasing family sizes continued in Milford.

Milford's average household size did show a slight decrease over the same period of time from 2.61 persons per household in 1990 to 2.58 in 2000, which was in line with the rest of the NRPC region.

**2.05 LOCAL HOUSING SUPPLY****Existing Supply**

As discussed in earlier sections, Milford's population and income have been consistent with the medians of the NRPC region. However, when we look at the existing types of housing units available Milford becomes more of an outlier in the region.

Table 3 details an overview of the types of available housing by community in the NRPC region in 2006.

**Table 3: 2006 NRPC Community Housing Data**

Town	Single family Units <sup>4</sup>	Multifamily Units <sup>5</sup>	Manufactured Units <sup>6</sup>	Total Units
Nashua	16812	19033	890	36735
<b>Milford</b>	<b>3084</b>	<b>2573</b>	<b>405</b>	<b>6062</b>
Hudson	6117	2829	150	9096
Merrimack	6912	2673	218	9803
Wilton	1246	351	23	1620
Litchfield	2308	416	121	2845
Pelham	3847	537	27	4411
Hollis	2498	251	91	2840
Mont Vernon	775	25	71	871
Amherst	3787	310	73	4170
Lyndeborough	628	32	27	687
Brookline	1537	104	21	1662
Mason	526	0	17	543
<b>NRPC Regional Averages</b>	<b>3,852</b>	<b>2,241</b>	<b>164</b>	<b>6,257</b>

Source: NHES Community Profiles

Milford falls close to the mean in both single family units and multifamily units, however has a significantly larger number of manufactured housing units than other communities within the region. As a commercial-industrial hub and one of only four communities in the region to have municipal water and sewer supplies, Milford has historically offered more diverse types of housing units than the other communities in the region. Table 4 compares the distribution of housing types within each community throughout the NRPC Region.

<sup>4</sup> Single Family Units – any structure that is reported as detached in annual OEP community survey.

<sup>5</sup> Multifamily Units – any structure that is reported as attached in annual OEP community survey.

<sup>6</sup> Manufactured Units - any structure that is reported as designed to be towed on its own chassis in annual OEP community survey. Excluded are travel trailers, motor homes, and modular housing.

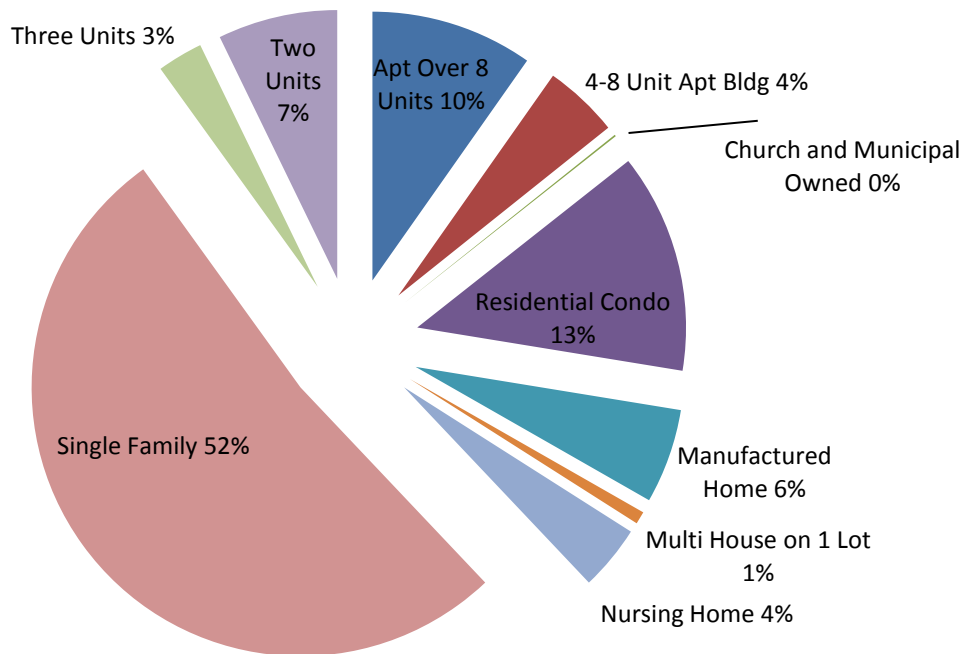
Table 4: 2006 NRPC Communities Housing Units Percent by Type

Town	Percent of Single family Units	Percent of Multifamily Units	Percent of Manufactured Units
Nashua	45.8%	51.8%	2.4%
<b>Milford</b>	<b>50.9%</b>	<b>42.4%</b>	<b>6.7%</b>
Hudson	67.2%	31.1%	1.6%
Merrimack	70.5%	27.3%	2.2%
Wilton	76.9%	21.7%	1.4%
Litchfield	81.1%	14.6%	4.3%
Pelham	87.2%	12.2%	0.6%
Hollis	88%	8.8%	3.2%
Mont Vernon	89%	2.9%	8.2%
Amherst	90.8%	7.4%	1.8%
Lyndeborough	91.4%	4.7%	3.9%
Brookline	92.5%	6.3%	1.3%
Mason	96.9%	0%	3.1%
<b>NRPC Regional Averages</b>	<b>61.6%</b>	<b>22.6%</b>	<b>2.6%</b>

Source: NHES Community Profiles

Milford is significantly different from the regional means in all categories when comparing housing unit distribution. Milford has the second lowest percentage of single family homes at 50.9% and the second highest rate of multifamily (42.4%) and manufactured homes (6.7%) in the region. The municipal water and sewer have allowed for higher densities of housing and commercial-industrial activities, which communities without these services were unable to meet. In addition, the commercial-industrial sector has supplied many local jobs to the community which has in turn encouraged a variety of housing options to serve those businesses. As Table 4 displays, Milford provides a more balanced (percentage wise) and diverse choice of housing types than all communities in our region.

In an effort to examine Milford's housing stock in more detail the Milford Assessor's Office supplied data on all housing units in Milford, including address, number of units and total assessed value of the property. The following data was reported for 2008 and it is important to note, differs slightly from the previous regional statics due to dissimilar source data. Chart 4 details the types of housing units available in Milford.

**Chart 4: Housing Units by Type<sup>7,8</sup>**

Source: Milford Assessing Data

In 2008 single family units accounted for just over half of all housing units in Milford, with condominiums and mobile homes together totaling an additional 19%. While a majority of housing units in Milford would have been considered owner-occupied, the types of owner-occupied units available allowed for a diverse range of housing options and affordability. In addition, there was a significant amount of multifamily housing units in Milford. Multifamily housing units accounted for almost a quarter of all housing units in Milford and included: two units, three units, 4-8 units and over 8 unit apartment buildings. This broad range of multifamily housing type options offered Milford's rental community a variety of living arrangements to accommodate a variety of age groups and income levels.

Between 2006 and 2008 new housing construction in Milford was dominated by single family units. In 2002, the Town of Milford changed the Senior Housing Zoning Ordinance to require all persons owning or renting a "senior housing unit" be a minimum of 62 years of age and in 2006 enacted a Growth Management Ordinance (GMO). These changes caused a dramatic drop in

<sup>7</sup> Definitions per Milford Assessing Office database:

*Residential Condo* = an individual housing unit under condominium ownership regardless of attached or detached.

*Manufactured Home* = a housing unit built to national HUD construction standards, on a permanent chassis by which it could be moved.

*Multi Homes on 1 Lot* = Two or more residential structures on a single lot not under condominium ownership.

*Accessory Dwelling Unit* = A second, accessory unit incorporated within an owner-occupied single family property.

<sup>8</sup> Corresponding numbers of units in each category: Single Family=3098, Nursing Home=233, Multi House on 1 Lot=45, Manufactured Home=338, Res. Condo=785, Church & Municipal Owned=6, 4-8 Unit Apt Bldg=268, Apt Over 8 Units=580, Two Units=428 and Three Units=163.

the amount of new multifamily and senior housing units being constructed. In addition, with the downturn in the economy starting in 2008 there was a significant decrease in new construction for all types of housing units.

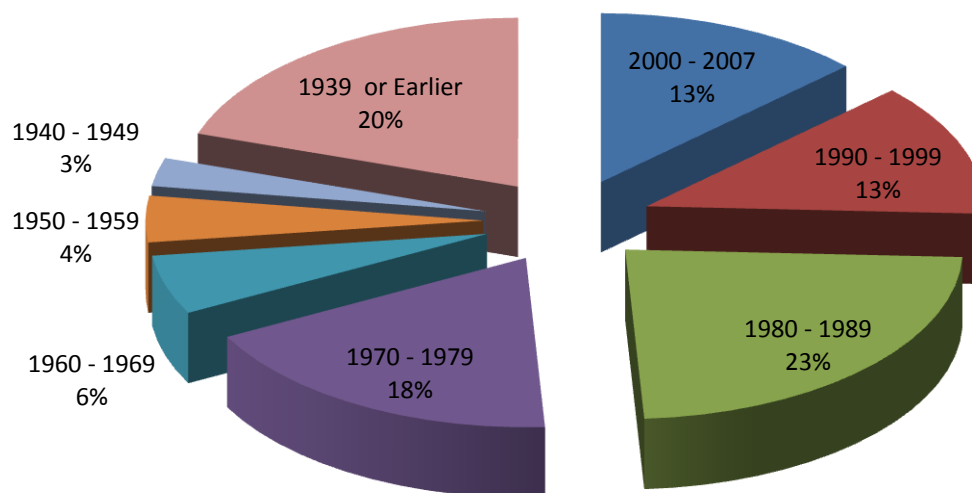
## **2.06 LOCAL HOUSING OCCUPANCY RATES**

Between 2000 and 2008 Milford experienced a tight housing market. According to the 2000 Census there were only 87 vacant housing units, including both units for sale and for rent. From 2000-2007 Milford experienced a significant boom in the construction of all types of housing units, but the housing market remained very tight. Between 2007 and 2008 the construction of new housing units leveled off and in 2008 began to rapidly decline following the economic downturn. As a result the 2010 vacancy rate is expected to be much higher than noted in the last census, due to unfilled rental apartments, and vacant and foreclosed homes.

## **2.07 LOCAL HOUSING CONDITIONS**

The US Census collects data on housing conditions to estimate the standards of housing within a community. Of the 5,316 housing units reported in 2000, including single family, multifamily and manufactured homes, only 8 were lacking in complete kitchen and plumbing facilities. Well over 99% of Milford's units have complete kitchen and plumbing facilities.

Another indicator of the condition of a communities housing stock is the age or year built. Building codes and requirements have been updated significantly over the last several decades to protect the health and safety of residents. The older a home is the more likely it is to be in need of repair and the less likely it is to meet current building and safety codes. Data from the 2000 Census coupled with new data from Milford's Building Department shows our major housing growth occurred from 1970 to 1989. As seen in Chart 5 nearly half of all housing units were built after 1979.

**Chart 5: Age of Housing Units in Milford<sup>9</sup>**

Source: Census 2000 and Building Department Data

Overall, Milford's existing housing stock is relatively new and provides adequate facilities for our residents.

## 2.08 CONCLUSION

On the large scale, Milford mirrors the NRPC region and the state, displaying a sustained period of population, income and housing unit growth since 1990. However, Milford's unique composition and place within the NRPC region becomes clear when evaluating the community on a smaller scale. The population grew significantly between 1990 and 2000, and is projected to continue its growth at a slightly slower rate through 2010. Incomes which grew dramatically between 1990 and 2000 are also projected to continue climbing, but at a lower rate between 2000 and 2010. Most notably, Milford differs from the rest of the communities in the region by providing a wide-ranging base of housing unit types available in both the owner and rental markets for residents to choose from, and a relatively new housing stock.

The lack of recent comprehensive census data required this report to utilize a variety of sources to analyze the most current information available. The diversity of dates and definitions within each data source made cross-category comparative analyses impractical. To allow for better cross-category, regional and more timely trend analysis, the data in this report should be reviewed and refreshed with the release of the 2010 Census data.

<sup>9</sup> Corresponding numbers of units in each category: 1939 or earlier = 1216, 1940-1949 = 166, 1950-1959 = 271, 1960-1969 = 346, 1970-1979 = 1110, 1980-1989 = 1429, 1990-1999 = 778, and 2000-2007 = 792



### III: COSTS AND AFFORDABILITY

Housing costs have changed substantially over the last several years in Milford and throughout the NRPC region. Both owner-occupied and rental housing units' costs climbed steadily upward from 2000 through 2007, and began declining in 2008 with the economic downturn. To examine the cost of housing in Milford and our region, this report will look at owner-occupied and rental housing units. In addition, it will examine housing affordability through the definitions provided by the *Workforce Housing* statutes (RSA 674:58-61).

#### 3.01 OWNER-OCCUPIED HOUSING UNITS

The New Hampshire Housing Finance Authority (NHHFA) tracks the median purchase price of primary homes for the NRPC Region. In 2000 the median purchase price for all homes (existing, new construction and condominiums) was \$160,000. By 2007 that price had risen to \$275,000, a 72.0% increase in the price of housing. The regional trend is mirrored in Milford with a 2000 median purchase price of \$144,000, increasing to \$260,000 by 2007, an 80.5% increase.

As housing prices increased dramatically from 2000 to 2007 the number of housing units affordable to lower and middle income families has diminished. In an effort to provide economic and housing stability to New Hampshire, the state passed the *Workforce Housing* statutes in 2008 mandating each community allow for its 'fair-share' of the regional workforce housing need. This report will utilize definitions from the *Workforce Housing* statutes to assess the affordability of housing in Milford.

The Milford Assessor's Office supplied data on all housing units in Milford, including address, number of units and total assessed value of the property, to examine Milford's housing stock in more detail. The following data was reported for 2007 and it is important to note, differs slightly from the previous regional statistics due to dissimilar source data.

Owner-occupied housing information includes all single family, manufactured homes and condominiums in the Assessing Department's database. There are many two and three family units<sup>10</sup> in Milford which are believed to be owner-occupied, but were not included in this report as the Town does not have information determining whether a property is owner-occupied. Table 5 is a snapshot of Milford's owner-occupied units and associated values.

**Table 5: 2007 Milford Owner-Occupied Housing Units by Type**

Housing Type	Total Assessed Value	Total Number of Units	Average Value
Single Family Houses	\$915,882,436.00	3082	\$297,171.46
Condominiums	\$136,339,200.00	736	\$185,243.48
Manufactured Homes	\$26,091,898.00	318	\$82,049.99
Totals	\$1,089,571,031.00	4136	\$261,916.11

Source: Milford Assessing Database

<sup>10</sup> The Assessor's database details 214 two-family structures and 54 three-family structures in Milford for a total of 428 two-family units and 162 three-family units.

The total value of each property is utilized in the next section to determine housing units that qualify as affordable in accordance with the *Workforce Housing* statutes (RSA 674:58-61). In 2007, the Assessing Departments valuation data was given a 100% equalization rate by the State Department of Revenue Administration; as such no modifications were necessary to the total value of each housing unit.

### 3.02 AFFORDABILITY OF OWNER-OCCUPIED HOUSING UNITS

To qualify as workforce housing, owner-occupied units must be “affordable to a household with an income of no more than one hundred (100%) percent of the median income for a four person household” (RSA 674:58.IV). Affordable is further defined as housing units which do not exceed 30 percent of a household’s gross annual income in combined mortgage loan debt services, property taxes and required insurance (RSA 674:58.I).

The US Department of Housing and Urban Development (HUD) specified the income threshold for a four person household in the Nashua, NH HMFA (HUD Fair Market Area), which includes Milford and many of the communities<sup>11</sup> in the NRPC region for 2007, as \$84,100. Thus, to be considered *Workforce Housing*, the purchase price of a house must be affordable to a household earning no more than \$84,100. To better understand the cost of owner-occupied housing in Milford, this report also assesses units affordable to households making 80% and 60% of the above stated HUD median.

**Table 6: 2007 Milford Four Person Median Income Values**

Percent of 4 Person Owner Occupied Median Income	Income Value
100%	\$84,100
80%	\$67,280
60%	\$50,460

Source: US Department of Housing and Urban Development

To address affordability, housing units in Milford that are affordable to households making between \$50,460 and \$84,100 annually will be examined. To determine what value would be affordable for households making between \$50,460 and \$84,100 the NHHFA’s Affordability Calculator was utilized. The calculator for a home purchase was set to include:

- A 1.75% tax rate (Milford’s 2007 rate),
- \$10,000 cash on hand,
- A 6% interest rate on a 30 year loan, and;
- A 0.5% home insurance rate.

<sup>11</sup> Communities of the Nashua, NH HMFA include Amherst, Brookline, Greenville, Hollis, Hudson, Litchfield, Mason, Merrimack, Milford, Mont Vernon, Nashua, New Ipswich, Pelham, Wilton

**Table 7: 2007 Milford Affordable Purchase Price**

Percent of 4 Person Owner Occupied Median Income	Income Value	Affordable Purchase Price
100%	\$84,100	\$242,079
80%	\$67,280	\$195,123
60%	\$50,460	\$140,572

Source: NHHFA Affordability Calculator

The NHHFA Affordability Calculator's purchase price of \$242,079 or less was then compared against the *Total Value* of each owner-occupied unit in the Assessor's database. Tables 8 thru 10 detail the number and percentage of affordable units for each of the major housing types: single family, condominiums and manufactured homes.

**Table 8: 2007 Milford Affordable Single Family Homes\***

Percent of 4 Person Owner Occupied Median Income	Affordable Purchase Price	Number of Affordable Single Family Homes	Percent of Single Family Homes
81% - 100%	\$195,124 - \$242,079	518	17%
61% - 80%	\$140,573 - \$195,123	54	2%
Less than 60%	\$0 - \$140,572	4	0%
	Total Affordable Single Family Homes	576	19%

\*The total number of single family homes in Milford is 3082.

Source: Milford Assessing Database

Of the 3,082 single family homes in Milford, 19% or 576 properties would be affordable to a household earning the median income. With single family homes there is less affordable housing for households earning 80% or less of the median income or \$67,280 a year. The vast majority of affordable units fall into the 81% to 100% of the median earnings level. Single family housing has the highest total value of all the housing types evaluated in this report, causing the lower rates of affordable units (as expected).

**Table 9: 2007 Milford Affordable Condominiums\***

Percent of 4 Person Owner Occupied Median Income	Affordable Purchase Price	Number of Affordable Condos	Percent of Condos
81% - 100%	\$195,124 - \$242,079	176	24%
61% - 80%	\$140,573 - \$195,123	388	53%
Less than 60%	\$0 - \$140,572	103	14%
	Total Affordable Condos	667	91%

\*The total number of condominiums in Milford is 736.

Source: Milford Assessing Database

Of the 736 condominiums in Milford, 91% or 667 properties would be affordable to a household earning the median income. In addition, a majority of condominiums are affordable to households earning between 61% and 80% of the median income, with a significant number also affordable to households earning 60% or less of the median or \$50,460. The total value of condominiums varies greatly in Milford depending on if there is land associated with the housing unit, or if the units are attached or detached. However, even with these variations in options and values, the vast majority of condominiums in Milford are considered affordable.

**Table 10: 2007 Milford Affordable Manufactured Homes\***

Percent of 4 Person Owner Occupied Median Income	Affordable Purchase Price	Number of Affordable Manu. Homes	Percent of Manu. Homes
81% - 100%	\$195,124 - \$242,079	14	4%
61% - 80%	\$140,573 - \$195,123	32	10%
Less than 60%	\$0 - \$140,572	268	84%
	Total Affordable Manu. Homes	314	99%

\*The total number of manufactured homes in Milford is 318.

Source: Milford Assessing Database

Of the 318 manufactured homes in Milford, 99% or 314 of the properties would be affordable to a household earning the median income. Furthermore, the vast majority of all manufactured homes would be considered affordable to a household making only 60% of the median income or \$50,460 a year. The high rates of affordability are expected with manufactured homes as they traditionally have a lower total value than both single family homes and condominiums. Additionally, as shown in Table 4, except for Mont Vernon, Milford far exceeds the rest of the region in its percentage supply of this type of affordable housing relative to total housing units.

Milford has a diverse owner-occupied housing stock which translates into many affordable housing units within the community. Table 11 details the total number of affordable units in Milford at the median household income and for households making 60% and 80% of the median.

**Table 11: 2007 Milford Affordable Housing Units\***

Percent of 4 Person Owner Occupied Median Income	Affordable Purchase Price	Number of Affordable Housing Units	Percent of Total Affordable Housing Units
81% - 100%	\$195,124 - \$242,079	708	17%
61% - 80%	\$140,573 - \$195,123	474	15%
Less than 60%	\$0 - \$140,572	375	9%
	Total Affordable Housing Units	1557	38%

\*The total number of owner-occupied units in Milford is 4136.

Source: Milford Assessing Database

Of the 4,136 owner-occupied housing units in Milford, 38% are considered affordable to a four person household making \$84,100 or less annually. In addition, there are a significant number of housing units available to households making 61% to 80% and less than 60% of the median. Unfortunately, as there is no data available on the number and percentage of affordable units in other NRPC communities, a comparative analysis cannot be completed. However, as Milford supplies a much greater percentage of manufactured housing than other communities in the NRPC region (Table 4) it is reasonable to assume Milford is providing a greater proportion of affordable owner-occupied housing options than most of the other communities.

### 3.03 RENTAL HOUSING UNITS

The costs of renting a dwelling unit, with utilities, in the NRPC region and Milford are discussed in this section. The Town of Milford has no specific data on the costs of rental units within the community. However, the NHHFA conducts an annual Residential Rental Cost Survey throughout New Hampshire which provides specific rental data for Milford. Table 12 depicts the median rental values for Milford and the NRPC Region in 2007.

**Table 12: Median Gross Rental Costs, 2007**

Area	All Units	1-Bedroom Unit	2-Bedroom Unit	3-Bedroom Unit
NRPC Region	\$1071	\$881	\$1123	\$1353
Milford	\$994	\$865	\$1112	\$1080

Source: NHHFA Residential Rental Cost Survey, 2008

Milford's gross rental costs are lower than the regional median for all unit types. However, to determine if Milford is providing for workforce housing the next tables compare the median income of residents to the median rental costs.

### 3.04 AFFORDABILITY OF RENTER-OCCUPIED HOUSING

To qualify as workforce housing, rental units must be "affordable to a household with an income of no more than sixty (60%) percent of the median income for a three person household"(RSA 674:58.IV). Affordable rental units are defined as units that do not exceed 30 percent of a household's gross annual income in combined rental and utility costs (RSA 674:58.I).

The HUD specified income threshold for a three person household in the Nashua, NH HMFA for 2007 was \$45,414. Therefore, to consider a rental unit affordable in Milford the median annual costs would have to be less than \$13,624. Table 13 depicts the annual median costs of rent in Milford and the NRPC Region for 2007.

**Table 13: Annual Median Gross Rental Costs, 2007**

Area	All Units	1-Bedroom Unit	2-Bedroom Unit	3-Bedroom Unit
NRPC Region	\$12,852	\$10,572	\$13,476	\$16,236
Milford	\$11,928	\$10,380	\$13,344	\$12,960

Source: NHHFA Housing Needs Assessment Report

Milford's annual median rental costs, \$11,928 for all types of rental units, are less than the maximum 30% of \$13,624.

### 3.05 CONCLUSION

Milford has a diverse housing supply including both owner-occupied and rental housing; in 2007 38% of the total owner-occupied housing units were considered affordable to households making up to \$84,100<sup>12</sup> and the median gross rental costs, for all types of units, were considered affordable<sup>13</sup>. Given that the 2008 economic downturn reduced housing prices and incomes, it will be important to re-evaluate the affordability of both owner-occupied and rental housing units in Milford with the 2010 Census data.

## IV: FUTURE HOUSING PROJECTIONS

### 4.01 FUTURE HOUSING UNITS

To project Milford's future housing growth three sets of data will be utilized: population, household size and housing units. The first step is to assess population data projections. The Office of Energy and Planning has reported the following projected increases in population for Hillsborough County.

**Table 14: Hillsborough County Population Projections**

Year	Population	Population Growth per Year
2000	380,841 (census actual)	-
2010	417,221	0.95% or 1%
2020	446,576	0.7%

Source: 2006 OEP Projections

The county's population growth is expected to slow between 2010 and 2020 as the population levels out and available undeveloped land becomes more scarce. Milford's projections follow the same pattern (see Table 15) of a population increasing at a slightly slower rate than observed from 2000 through 2010.

<sup>12</sup> HUD specified income threshold for 4 person owner-occupied unit, Nashua NH HUD Fair Market Area.

<sup>13</sup> HUD specified income threshold for 3 person renter-occupied unit, Nashua NH HUD Fair Market Area.



**Table 15: Milford Population Projections**

Year	Population	Population Growth per Year
2000	13,535 (census actual)	-
2010	15,500	1.45%
2020	16,850	0.9% or 1%

Source: 2006 OEP Projections

Once population growth rates have been established, the next step is to determine the average household size. As discussed earlier, the average household size at the time of the 2000 Census was reported at 2.58, a slight decrease from the previous decade. To determine a slightly more current average household size this report utilizes 2006 data as shown in Table 16.

**Table 16: Milford 2006 Average Household Size**

Housing Units	Population	Average Household Size
6062	14860 <sup>14</sup>	2.45

As reported in Table 3, Milford had 6,062 housing units in 2006 including single family, condominiums, multifamily and manufactured housing. As Table 16 displays, the average household size in Milford has continued to decline since the last census.

Based on the above population and household size estimates Milford anticipates 261<sup>15</sup> housing units will be added between 2006 and 2010, and 551<sup>16</sup> new housing units between 2010 and 2020 for a total of 812 new housing units in Milford by 2020.

#### 4.02 FUTURE HOUSING UNITS BY TYPE

Since 2006 the development of multifamily units has slowed in Milford, mainly due to the GMO and changes to the Senior Housing Ordinance. However, as the GMO will sunset in 2010 and the housing market is shifting away from senior housing and 55+ communities, to workforce or affordable housing, it is likely that multifamily housing unit development will remain a large, steady portion of Milford's housing trends for the foreseeable future.

For consistency with the census and other regional data sources used in this report, future housing projections were calculated utilizing the base numbers and definitions reported in Tables 3 and 4 of this report. Deciphering which unit types (condominiums detached or attached or types of manufactured homes) classify as single family or multifamily per the Assessing data codes is beyond the scope of this report.

<sup>14</sup> OEP Population Projection

<sup>15</sup> Projected population increase 2006-2010 = 640 / divided by average household size of 2.45 = 640/2.45 = 261

<sup>16</sup> Projected population increase 2010-2020 = 1350 / divided by average household size of 2.45 = 1350/2.45 = 551

The data reported from the census and reported in the NHES community profiles details Milford as 51% single family, 42% multifamily and 7% manufactured housing. For future housing projections these percents are projected forward to result in the addition of the following types of housing units by 2020:

**Table 17: New Housing Units by Type Projected for 2020**

Single Family Units	471 <sup>17</sup>
Multifamily Units	341 <sup>18</sup>

This breakdown appears realistic as development trends are predicted to change from historic large lot single family developments to somewhat higher density developments with more housing-type diversity, located primarily in areas either currently or proposed to be served with municipal water and sewer service.

## V: VISION

### 5.01 VISION STATEMENT

Each section of the master plan shall have an identified vision per NH RSA, “to set down as clearly and practically as possible the best and most appropriate future development of the Town, ...to aid the Planning Board in designing ordinances and regulations and ...to guide the Board in a manner that achieves the principles of smart growth, sound planning and wise resource protection”.

To that end, the following vision statement has been identified:

*In accordance with the vision statements of Milford’s Master Plan and Community Development Chapter in particular, Milford shall promote and maintain a diverse and sufficient housing stock that meets the needs of a multigenerational community, while creating functional neighborhoods, interconnected with the greater community and natural resources, that support and advance our sense of community character and place.*

## VI: ACTION PROGRAM FOR HOUSING

The following section shall form the blueprint for attaining the Town’s vision for housing. To carry out this program the Town will need to undertake a concerted effort, drawing upon the expertise and resources of staff, volunteer boards, and citizens.

<sup>17</sup> 471 new single-family units = 58% of 812, and includes all single-family, manufactured and detached condo housing units.

<sup>18</sup> 341 new multifamily units = 42% of 812, and includes duplexes, 3 or more units & attached condos.

**6.01 TOPIC 1: REGIONAL INTERACTION**

***Continue to work cooperatively with other Souhegan Valley and Nashua Regional Planning Commission (NRPC) communities on regional issues.***

- A. Milford will continue to be open to collaborative ventures which impact regional housing supply, such as infrastructure or workforce housing.

**6.02 TOPIC 2: HOUSING SUPPLY**

***Ensure the Town takes a proactive role in continuing to offer a variety of housing options, in areas of town that will best accommodate residential housing, promoting the sense of community and the economic vitality of the Town.***

- A. Evaluate areas of town to promote infill and/or higher density residential uses within a reasonable distance of the Oval, utilizing current infrastructure and encouraging a variety of housing type options (ex. multifamily, townhouses, condominiums and single family dwellings).
- B. Evaluate community receptiveness to expanded zoning, allowing for more mixed-use land uses (residential and business combinations) and locations where mixed-use developments would best fit within Milford.
- C. Strive to make mixed uses (as currently zoned or if expanded) and economic development policies work in tandem with residential uses, taking into consideration noise, light, fumes, traffic, etc. Facilitate the positive co-existence of residences and businesses in compatible neighborhoods.
- D. Evaluate the impact of Milford's ordinances and regulations on the diversity of the Town's housing stock and make adjustments that will encourage a range of housing to meet the needs of our multigenerational community, for example the Accessory Dwelling Unit Ordinance.
- E. Explore and evaluate opportunities for larger scale developments in town such as Planned Unit Developments (PUD's) or other comparable models, with a mix of housing unit types and uses. Evaluate if we have enough land in close proximity to services that could support or sustain a large mixed use development, interconnected within the neighborhood and with the greater community.
- F. Evaluate the advantages and disadvantages of regulations pertaining to community well and septic systems as part of future developments.

**6.03 TOPIC 3: HOUSING AFFORDABILITY**

***Determine how Milford should support the continued development of housing that meets the needs of our population from entry level housing to aging in place.***

- A. Explore and potentially implement a Workforce Housing Overlay District for areas that meet specific criteria (for example: on Town utilities, access to services, pedestrian access, potential future transit access, green site design, outside of natural resource protection areas, community integration, or diversity of housing options).
- B. Explore the potential for density bonuses through the Zoning Ordinance if a residential developer wants to build affordable and/or infill housing.
- C. Evaluate the existing Senior Housing Ordinance to determine if it meets the intended goals of the overlay district and if the ordinance is compatible with current community needs, and amend as necessary.
- D. Evaluate the need to incorporate special exemptions for federally or state subsidized housing units in Milford, and amend ordinances and regulations as necessary.

#### 6.04 TOPIC 4: NEIGHBORHOOD CHARACTER

***Evaluate how Milford can encourage the creation of interconnected functional neighborhoods that support the Town's sense of community character.***

- A. Analyze existing residential neighborhoods to identify desirable elements of neighborhood development patterns, including building mass, setbacks, and siting. Consider amending regulations that would strengthen existing neighborhoods as growth continues, and encourage successful new interconnected neighborhoods.
- B. As part of neighborhood planning, encourage sidewalks, bike paths, public transit stops, and walking paths, as well as other pedestrian-oriented and traffic calming amenities.

#### 6.05 TOPIC 5: RELATIONSHIP BETWEEN RESIDENTIAL DEVELOPMENT AND OTHER PLANNING GOALS

***Strive to make residential development compatible with other planning, natural resources, code enforcement, transportation and economic development goals of Milford.***

- A. Work with the Conservation Commission to evaluate Milford's ordinances and regulations, and amend as needed to protect the Town's high priority natural resources by developing a Natural Resource Protection Overlay District.
- B. Review and amend as necessary the Open Space Conservation Subdivision overlay district to meet the intended goals of the district.
- C. In conjunction with the Traffic and Transportation chapter of the Master Plan create a sidewalk and bicycle plan for Milford to increase safety, walkability, and overall community health and connectivity.

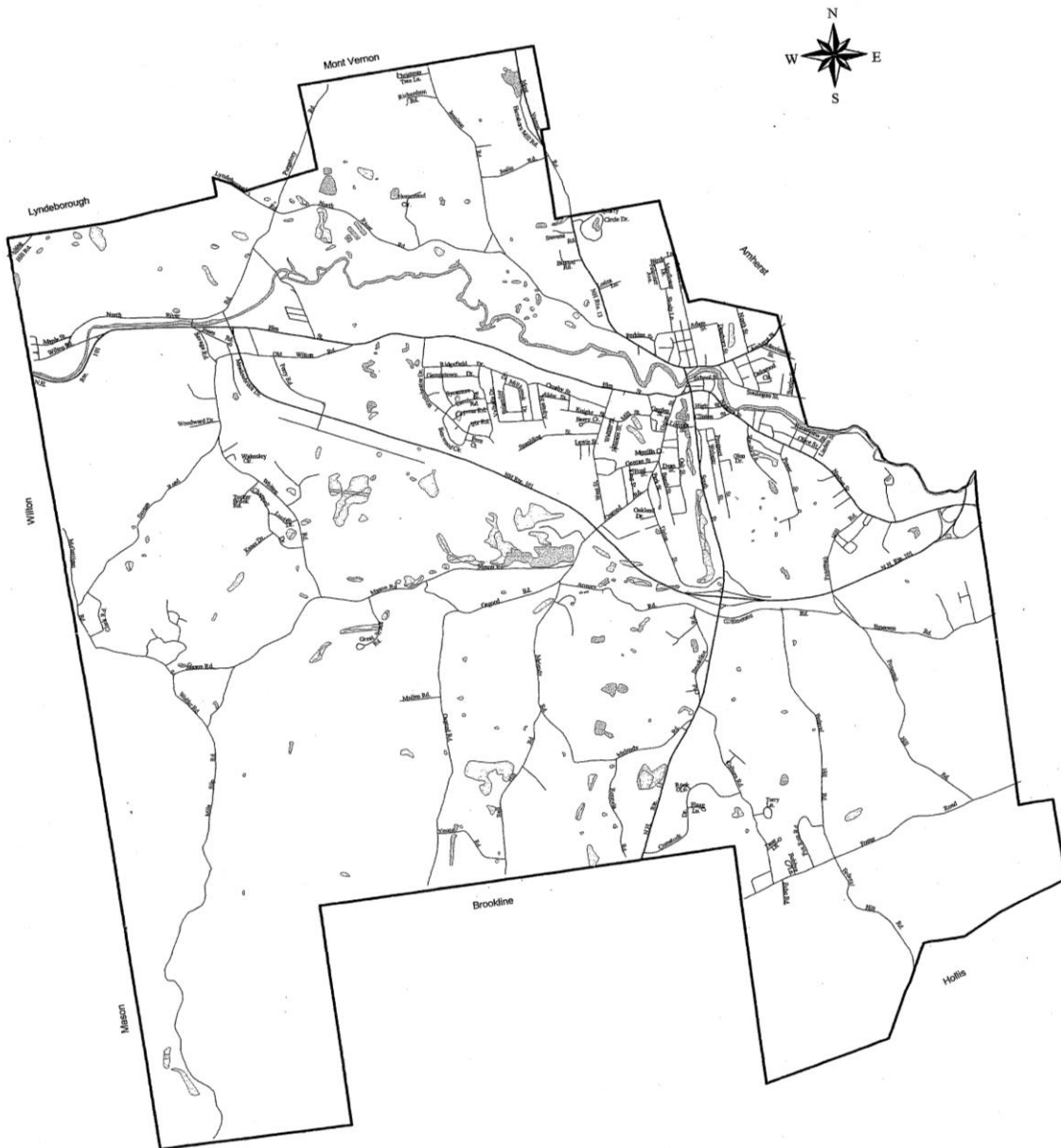
- D. Review and amend as necessary the existing Town ordinances and regulations to accommodate public transit systems and evaluate the potential for incentives to include public transit facilities within development.
- E. Promoting and supporting multi-modal transit oriented development principals within Town Ordinances and Regulations.
- F. Work with the Economic Development Advisory Council to study land use relative to existing zoning and economic development opportunities and constraints, and provide recommendations for incorporation into the Master Plan and for potential zoning and regulatory changes.
- G. Work with Code Enforcement to evaluate the possibilities of adopting 'Green Building Codes' for both site and building design, and potential incentives to encourage green site and building designs.

#### **6.06 TOPIC 6: LONG-TERM IMPACT OF DEVELOPMENT ON TOWN INFRASTRUCTURE**

***New housing development should be designed to minimize the Town's long-term costs in providing services.***

- A. Evaluate the advantages and disadvantages of private roadways in new developments as they relate to town costs.
- B. Evaluate the potential need for additional impact fee ordinances in Milford.
- C. Coordinate with the long-term planning of the Water Utilities Department to evaluate areas of potential infill development and increased residential density along the Town's existing and proposed water and sewer systems.
- D. Work with the Water & Sewer Commissioners and Water Utilities Department as they develop a Facility and Capital Improvements Plan that will ensure the long-term viability of the wastewater treatment plant as well as the necessary upgrades in relation to future development and Milford's economic vitality.

## LOCAL OR STATE ROADS MAP



*Town of Milford  
New Hampshire*  
**LOCAL OR STATE  
ROADS**

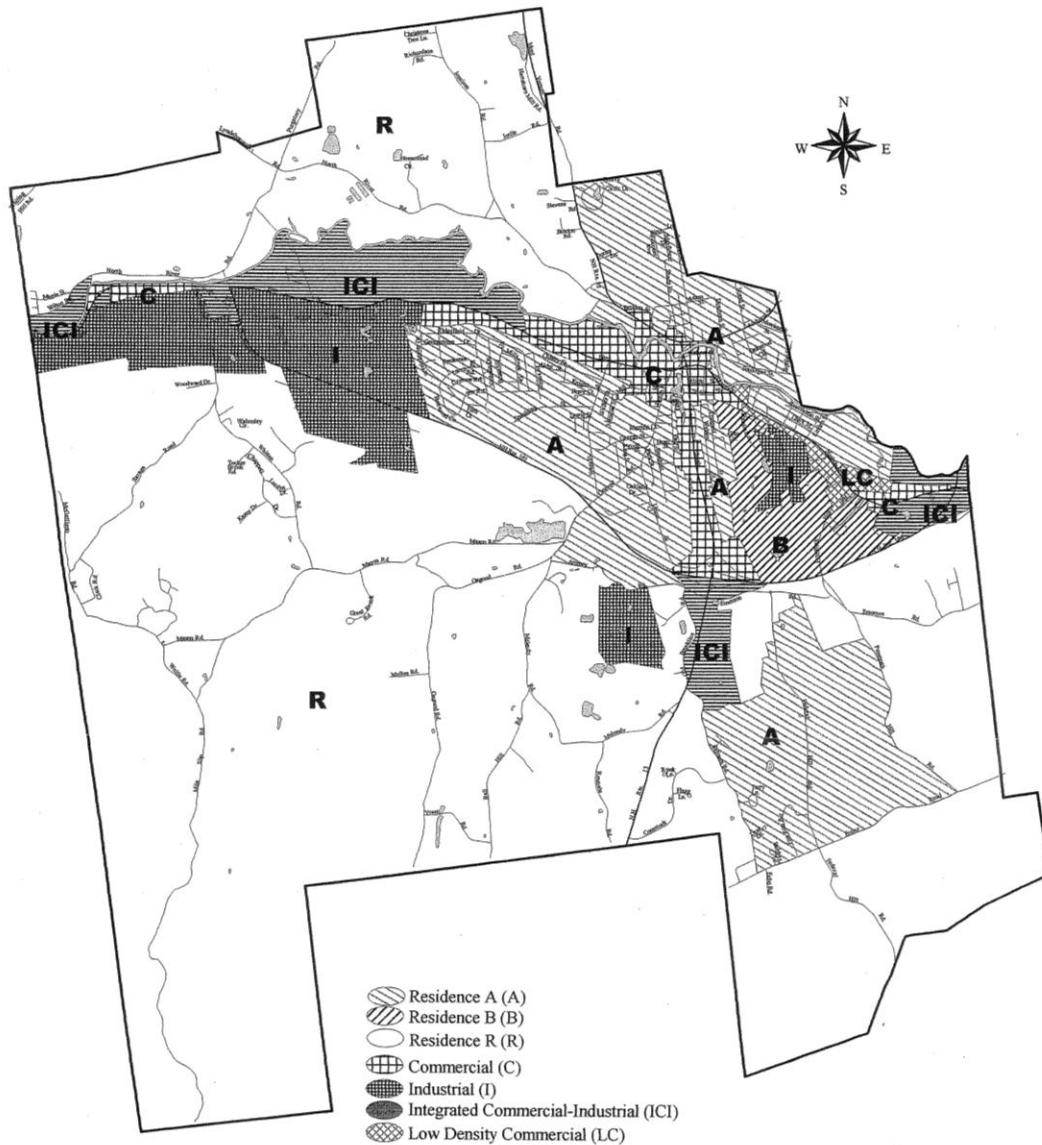
Source: NRPC GIS Datasets, 1996  
UNH GRANIT, 1995

Map prepared by Nashua Regional Planning  
Commission March, 2000 for the Town of  
Milford, NH

Map 1



## ZONING DISTRICT BOUNDARY MAP



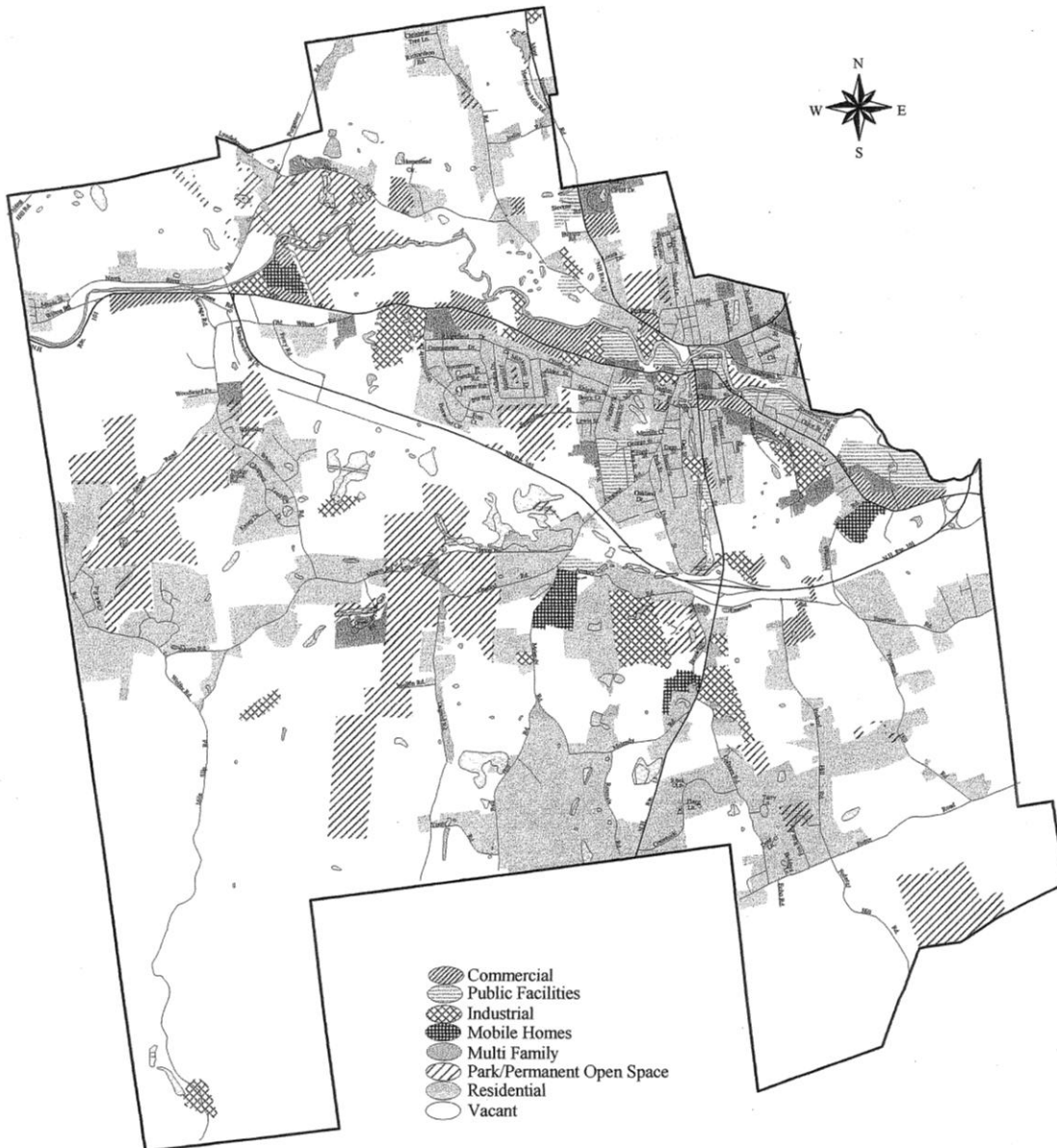
*Town of Milford  
New Hampshire*  
**ZONING DISTRICT  
BOUNDARIES**

Source: NRPC GIS Datasets, 1996  
UNH GRANIT, 1995

Map prepared by Nashua Regional Planning  
Commission March, 2000 for the Town of  
Milford, NH

Map 2

## GENERALIZED LAND USES MAP



*Town of Milford  
New Hampshire*  
**GENERALIZED LAND  
USES**

Source: NRPC GIS Datasets, 1996  
UNH GRANIT, 1995

Map prepared by Nashua Regional Planning  
Commission March, 2000 for the Town of  
Milford, NH

Map 3